DOCUMENT RESUME

ED 394 197 EA 027 520

AUTHOR Pechman, Ellen M.; Turnbull, Brenda J.
TITLE Integrating State Systemic Reforms and Chapter 1 Programs: Insights from Early Initiatives. Final Report.
INSTITUTION Policy Studies Associates, Inc., Washington, DC.
SPONS AGENCY Department of Education, Washington, DC. Office of the Under Secretary.
PUB DATE 95
CONTRACT LC89089001
NOTE 152p.
PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC07 Plus Postage.
DESCRIPTORS *Accountability; Curriculum Development; *Educational Assessment; Educational Innovation; Elementary Secondary Education; Federal Programs; Federal State Relationship; Program Evaluation; *State Standards; *Student Evaluation
IDENTIFIERS *Education Consolidation Improvement Act Chapter 1

ABSTRACT

This report examines the effects of early efforts to link the Elementary Secondary Education Act's (ESEA's) Chapter 1 (now Title I) programs to state and district education reforms, which are standards-based. The report focuses on how Chapter 1 standards and accountability requirements connect with new state-level standards, curricula, and assessments for all children; how new curriculum frameworks and higher standards are changing teaching and learning in Chapter 1 programs; how new state assessments track individual student progress and improve overall program accountability; and how successfully integrated Chapter 1 programs and evolving systemic reforms can provide lessons for Title I policy. Data were gathered during visits to five state departments of education and nine districts within the states of Arizona, California, Kentucky, Maryland, and New York. Reforms had been implemented at each site for three or more years. Key findings include the following: Leading-edge states and districts have attempted to link changes in Chapter 1 to their own reform efforts; the implementation of standards and new assessments is a slow and unstable process; the states have disseminated documents that outline achievement and expectations, but these vary in depth, breadth, and the amount of information they provide about curriculum and pedagogy; The Chapter 1 program is a valuable resource for capacity building in several states and districts; and local leadership depends on effective management and community involvement. Appendices contain an overview of program linkages in the case study districts, a table showing the status of new assessment development in case study states, and examples of data reported for state assessment and accountability programs. (Contains 67 references.) (LMI)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

EA

ED 394 197

INTEGRATING STATE SYSTEMIC REFORMS AND CHAPTER 1 PROGRAMS: INSIGHTS FROM EARLY INITIATIVES

FINAL REPORT

1995

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
✓ This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

U.S. DEPARTMENT OF EDUCATION • OFFICE OF THE UNDER SECRETARY

EA 027 520

BEST COPY AVAILABLE

POLICY STUDIES ASSOCIATES, INC.
1718 CONNECTICUT AVENUE, N. W. • SUITE 400 • WASHINGTON, D. C. 20009 • (202) 939-9780

INTEGRATING STATE SYSTEMIC REFORMS AND CHAPTER 1 PROGRAMS: INSIGHTS FROM EARLY INITIATIVES

Ellen M. Pechman

Brenda J. Turnbull

with the assistance of

Katrina G. Laguarda
Mary S. Leighton
John E. Mullens
Michael C. Rubenstein
Lisa K. Weiner
Angela S. Williams

Final Report

This evaluation is supported by the U.S. Department of Education under contract LC 89089001-Task Order EA 931080. However, the views expressed are those of the authors, and no endorsement by the Department should be inferred.

CONTENTS

Page

Executive Summary i

I. Purpose and Study Design 1

Research Questions 1
The Context of Federal and State Systemic Reforms 2
Study Design 5
Limits of the Generalizability of Findings 6

II. Key Influences on State and Local Chapter 1 Policy Development 8

National Reforms 8
State and Local Reforms 10

III. Systemic Reform and Chapter 1 in States and Districts 12

Arizona 12
State Reform 12
Features of Chapter 1 in Arizona Districts 15
California 17
State Reform 17
Features of Chapter 1 in California Districts 20
Kentucky 22
State Reform 22
Features of Chapter 1 in Kentucky Districts 25
Maryland 26
State Reform 26
Features of Chapter 1 in a Maryland District 28
New York 30
State Reform 30
Features of Chapter 1 in New York Districts 32

CONTENTS (Continued)

Page

IV. Cross-Cutting Themes in State and District Reform Implementation 35

Standards, Assessment, and Accountability 35
What Are the Standards? 36
A Multiyear Process of Reform 38
Controversy over Sanctions 40
Using New Assessments in Chapter 1 43
A Dearth of Instructionally Useful Information from State Tests 45
Curriculum Frameworks and Curriculum 47
Formats and Purposes of Frameworks Vary 47
California Frameworks Are Unique 48
Frameworks and Chapter 1 48
Capacity Building 49
New Challenges to State and Local Agencies 49
Relearning in Districts and Schools 51
Chapter 1 Teacher Leaders 53
Site-Based Management and Community Involvement 54
Uneven Results of SBM 56
Local Context for Implementing Systemic Reforms 57

V. Insights for Title I Implementation 60

References 64

Appendices

Appendix 1: Overview of State, Local, and Chapter 1 Program Linkages in Case Study Districts 1-1

Appendix 2: Status of New Assessment Development in Case Study States 2-1

Appendix 3: Examples of Data Reported for State Assessment and Accountability Programs 3-1

Executive Summary

This study examines the effects of early initiatives that connected programs funded by Chapter 1 of Title I of the Elementary and Secondary Education Act (ESEA) to standards-based, systemic education reform in selected states and school districts. Its purpose is to gain insights that can be applied in implementing and evaluating the reauthorized Chapter 1 program, as amended by ESEA, Title I, and related federal programs as systemic reform moves forward in the states. It addresses the following questions:

(1) How are Chapter 1 standards and accountability requirements linked with new state-level standards, curricula, and assessments for all children?

(2) How are new curriculum frameworks and higher standards changing teaching and learning in Chapter 1, and how are new state assessments used to track individual student progress and improve overall Chapter 1 program accountability?

(3) What are the lessons for Title I policy to be learned from sites that successfully integrated Chapter 1 programs and evolving systemic reforms?

Data collection took place from March through May 1994, in visits to five state departments of education and nine districts within Arizona, California, Kentucky, Maryland, and New York. Selection of the states was based on information about the history of state reform and its integration with Chapter 1; these are states where multiple indicators showed reform had been implemented for three or more years. The state Chapter 1 directors each identified two or three districts that were active partners in developing the reform agenda and in coordinating district and state reforms. This sampling procedure yielded a group of sites with these characteristics:

(1) Each state had recently instituted new curricula and instructional procedures that applied to all students; the districts had participated in shaping state reform agendas and had begun local implementation

(2) State and local Chapter 1 curricula and assessment reforms had been in place for three or more years

(3) The state and local regular education and Chapter 1 changes were integrated both formally and informally

(4) Each district was committed to achieving student educational goals consistent with emerging national goals, and using multiple strategies of student assessment--including performance-based procedures--to direct instruction and track the accountability of Chapter 1 programs

(5) Districts were sufficiently large (8,000 students or more), demographically diverse, and geographically varied so that their experiences with change would resemble many Chapter 1 programs nationally

The experiences of these sites are not generalizable to the nation as a whole in 1994. By design, however, they illustrate responses to reform in varied contexts.

Among the districts and schools visited, which are somewhat unusual in the degree to which they embrace reform, the implementation of systemic initiatives is a work in progress. Their experiences shed light on the factors driving change in the current reform environment--especially new arrangements for high-stakes assessment--and on the tremendous amount of work still to be done to realize the promise of standard-setting and assessments, curriculum development, capacity building, and site-based management.

Standards and assessments are areas of considerable controversy and difficulty for these sites:

- The states vary in their definitions of content and performance standards
- The implementation of standards and new assessments has turned out to be a slow and often unstable process, lasting for several years and undergoing political challenges along the way
- Procedures for levying sanctions on schools with poor performance, after an adequate period of supportive assistance, are not yet in place and remain a focal point for debate
- Practical problems are evident in the use of new assessments in Chapter 1. The most innovative assessments are planned for only a few grade levels and thus cannot be the basis for student selection for targeted programs in other grades. Little or no information from new state tests is available in a format and on a schedule that make it instructionally useful to teachers.

Curriculum frameworks and curriculum are likewise areas where much remains to be done:

- The states have disseminated documents that outline achievement expectations, but these vary in depth, breadth, and the amount of information they provide about curriculum and pedagogy

- Traditional practices prevail in many Chapter 1 programs; if teachers are going to teach to new expectations under Title I, they will need more curriculum resources

With a ubiquitous need for capacity building, state and local education agencies are trying to deliver many kinds of help more effectively and teachers are beginning a lengthy learning process.

- Chapter 1 stands out as a resource for capacity building in several states and districts
- Because technical assistance and staff development are often pieced together from several sources, many schools are experiencing numerous, often clashing, programmatic initiatives

Where site-based management and community involvement are key ingredients in the reform agenda, conflicting visions of reform have to be reconciled.

- Effective local leadership depends on such strategies as widespread ownership of change, clear goals and feedback cycles, a long time horizon, stable organizational structures at all levels, and flexibility in adapting reforms to local contexts

Title I policy in the coming years will have to set directions for districts and states that are facing the challenges of defining and implementing their own standards-based reforms. The experiences of these vanguard sites suggest, most centrally, (1) that policy makers must not expect too much too soon, and (2) that they must determine what roles Title I should play in framing and underwriting the transition to new standards, assessments, curriculum, and teaching skills. Specifically:

- Title I will have to offer clear requirements for accountability, coupled with enough flexibility to accommodate rapid change in the state of the assessment art. For example, it is clear from the assessment practices and capabilities that exist in these sites that new assessment methods will need to be complemented by more traditional strategies for student selection and program planning.
- In the transition period, there is a tremendous need for funding to support the development of new assessment instruments and to bolster local and state capacity in using them. Policy makers will have to determine the ground rules by which Title I can legitimately fund development and assistance in these areas without inappropriately providing general aid to states and local education agencies (LEAs).
- Title I policy makers and program managers might want to establish more explicit roles for the program in state or local efforts to develop curriculum or adapt it for low-achieving students. Some source of leadership in curriculum development is needed if Title I students are to escape their traditional diet of basic skills. Just as the

program has always been a source of expertise and initiative in the field of evaluation, it could conceivably take on a similar role in curriculum. But here, too, the issue of general aid will be a difficult one.

- Title I policy makers and program managers could strongly encourage states and districts to focus professional development on the practical application of new standards, curriculum, and instruction with disadvantaged students. Currently, more peripheral instructional programs continue to dominate professional development in these districts.

- Schoolwide programs in these sites offer welcome flexibility in targeting special services, but they do not trigger a rethinking or overhaul of the basic program. If policy makers want to see schoolwide programs stimulate reform, they will have to sharpen this message.

- Targeted programs can offer as much instructional coherence as schoolwide programs. A policy emphasis on program continuity and quality is likely to have as strong an effect on improving program coordination as is the promotion of the schoolwide approach.

I. Purpose and Study Design

On behalf of the Office of the Under Secretary in the U.S. Department of Education, Policy Studies Associates (PSA) examined the effects of initiatives begun before ESEA Title I reauthorization that connect Chapter 1 programs to standards-based state and district education reform. The purpose of the study was to gain insights from the implementation of Chapter 1 programs within the context of leading edge systemic reforms so that these insights could be applied to the new Title I program and other efforts to link federal program support with systemic reforms.

This paper begins with a discussion of the study's purpose and design. Following an overview of key reform issues in study states, we describe and analyze program implementation in states and districts, emphasizing the linkages between local Chapter 1 programs and state reforms. We conclude with implications for Title I policy development.

Research Questions

This study explored state and federal program coordination in nine districts located in five leading reform states. Three questions framed our research:

(1) How are Chapter 1 standards and accountability requirements linked with new state-level standards, curricula, and assessments for all children?

(2) How are new curriculum frameworks and higher standards changing teaching and learning in Chapter 1, and how are new state assessments used to track individual student progress and improve overall Chapter 1 program accountability?

(3) What are the lessons for Title I policy to be learned from sites that successfully integrated Chapter 1 programs and evolving systemic reforms?

These questions are examined within the context of two decades of research on educating at-risk students, recent federal and state legislation, and coordinated state and local efforts to improve schools serving high concentrations of poor students.

The Context of Federal and State Systemic Reforms

Recent research highlights shifts in the characteristics of regular classrooms and the most successful special programs for at-risk students. In the past decade, accelerated learning opportunities have begun to replace pull-out remediation (Levin, 1987, 1992); some rote learning has given way to problem solving and analytic thinking (Pogrow, 1990; Resnick & Klopfer, 1989); common, cognitively rich curriculums are increasingly the starting point for all students in core subjects regardless of students' prior experiences and learning opportunities;[1] and coordinating regular classroom learning and education services for at-risk students enhances the academic demands for the lowest achievers (Knapp & Shields, 1990; Means & Knapp, 1991). New curriculum developments are also being assessed against an array of performance-based measures that reflect the cognitive demands and challenges children confront in their everyday lives (U.S. Department of Education, 1993c). These changes have begun to offer disadvantaged students a quality of education that is consistent with that provided to their peers.

Such research inspires innovations in teaching and learning and organizational arrangements. Policy shifts known as "systemic reforms" arise partly from federal initiatives and partly from state and local frustration with the limited effects of prior reforms (Massell & Fuhrman, 1994). Systemic reforms are coherent structural and organizational adjustments, united by a common set of goals and approaches to educating children. Increasingly viewed by state and national policymakers as a viable direction for education in the United States, these reforms are also central to federal programs begun since the early 1990s by the Department of Education and the National Science Foundation (O'Day & Smith, 1993; see also Fuhrman, 1993; Fuhrman, 1994).[2]

Earlier reviews of systemic reform (Fuhrman, 1994; Massel & Fuhrman, 1994) and Chapter 1 suggested the following prevailing context for connecting state education reform and the new Title I:

---

[1] See Knapp & Shields (1990); Natriello, McDill, & Pallas (1990); Slavin, Karweit, & Madden (1989); and Stringfield, Winfield, Millsap, Puma, Gamse, & Randall (1992).

[2] Researchers tracked the development of these reforms at regular intervals in the past several years. See the Consortium for Policy Research in Education (Massell & Fuhrman, 1994, among others); Education Commission of the States (ECS, 1994); National Governors' Association (NGA, 1993). Policy Studies Associates has monitored the development of assessment changes (Laguarda, Breckenridge, & Hightower, 1994; Pechman & Laguarda, 1993), as has the Council of Chief State School Officers (Bond, 1994; Selden, Hemphill, & Blank, 1993).

- State reforms are in various stages of a continuing evolution, even in states where reform agendas have been in place for many years. State curricula, standards, and assessments develop first in a few grades at a time and in traditional content areas of reading, language arts, and mathematics, followed by frameworks in various other core disciplines.

- Until 1994, Chapter 1 regulations and monitoring procedures mandated accountability and assessment practices that differed from those used by states involved most actively in designing new curricula, standards, and performance-based assessments. In particular, federal requirements to use norm-referenced tests for reporting restricted the extent to which states could use emerging alternative assessments to monitor student learning and evaluate services in Chapter 1 programs. As a result, schools serving Title I students have limited experience with the innovative assessment and evaluation expectations in Title I.

- Consensus about the need for reform emerges gradually, even in those states with a long-standing openness to innovation. There are many different--often competing--ideas about how to accomplish common goals. With so many new ideas, the progress of reform frequently relies on a few risk takers who forge ahead during periods of uncertainty and sustain their commitment in the face of controversy.

- Institutionalizing new organizational structures and teaching strategies requires stability and strong leadership. Momentum for innovation typically gains the firmest footing first in schools or districts with enough policy continuity and institutional support to allow room for the inevitable false or slow starts. Frequent changes at the top levels of administration and dramatic shifts in funding play havoc with reform.

- Context shapes the transition to new curricula, standards, and assessments--and context varies significantly. Each local education agency (LEA) and state grapples with a different array of policy and planning issues unique to its political environment and region. Thus, the outcome of systemic reform depends on a strategic balance of federal, state, and local regulatory constraints and flexibilities that respond to individual state and local political contexts.

The final report of the national assessment of Chapter 1, Reinventing Chapter 1 (U.S. Department of Education, 1993c), points out that, despite the complexities, some schools and districts have made Chapter 1 a strong partner in local and state education reform since the 1988 reauthorization of ESEA. Where Chapter 1 reform is occurring, states have begun to restructure their curricula and assessment strategies, and they have established clearer standards about what students should know and be able to do as a result of their schooling. Of particular interest to federal policy makers are understanding how new curricula and accountability systems affect the quality of education for disadvantaged students and coordinating these new systems so that they benefit all students. Where Chapter 1 programs have a multiyear history of implementing reforms, we can learn what

kinds of policy planning and assistance on state or local levels support or obstruct successful integration of statewide reform on behalf of disadvantaged youth.

Two pieces of legislation enacted in 1994 promote systemic reform through a new agenda for serving disadvantaged students. Together, ESEA, reauthorized by the Improving America's Schools Act, and the Goals 2000: Educate America Act will reshape the federal government's role in assisting schools. These laws promote standards-based systemic changes on the basis of two assumptions: (1) school improvement begins with an ambitious vision of what students should know and be able to do; and (2) all students can and will attain a high level of academic achievement, given the opportunity. Ambitious content and performance standards and new state assessment systems challenge traditional assumptions about the performance of disadvantaged children and redefine how schools, districts, states, and the federal government collaborate to provide supportive educational services.

The 1994 reauthorization of ESEA draws federal categorical programs in education into a working partnership with each other and with state and local education policies and practices. Over the years, federally funded education programs have become separated from mainstream education, operating as add-ons and working at the margins. Although the original purpose of Title I was to intensify and personalize instruction for low-achieving students, many of the pull-out programs that evolved over the years limited students to a diet of low-level and rote skills. The separation of federal and mainstream programs also meant that students who participated in Chapter 1 did not benefit from classroom instructional and curriculum improvements promoted by state and local reforms. Too often, such programs failed to engage students with intellectually compelling opportunities to advance their thinking or to participate in demanding academic programs (U.S. Department of Education, 1993c).

With Goals 2000 and the 1994 reauthorization of ESEA, Congress increased expectations for schools that serve disadvantaged children. The legislation encourages federal, state, and local programs to work together to achieve the following goals:

- High standards that ensure all students--especially the most disadvantaged--reach the same high academic goals
- Increased focus on teaching and learning for staff as well as for students
- Flexibility for schools to stimulate initiatives that increase local responsibility for student learning
- Support for parents, linking them with available school and community resources for their families

- Resources targeted for children with the greatest needs

This study documents progress toward these goals in states and districts that are on the leading edge of change.

Study Design

We used nine case studies of state reform activities and district-level Chapter 1 programs to identify Chapter 1 and reform linkages, determine their effects, and analyze the resulting insights for policy. Sites were identified in three stages during fall 1993. First, from information about the history of state reform and its integration with Chapter 1, we chose five states--Arizona, California, Kentucky, Maryland, and New York--where multiple indicators showed reform had been implemented for three or more years. Next, state Chapter 1 directors each identified two or three districts that were active partners in developing the reform agenda and in coordinating district and state reforms. Finally, we conducted telephone interviews with district Chapter 1 coordinators and LEA personnel and reviewed background information about each prospective site to obtain information on the following:

- School district and Chapter 1 program demographics (approximate size of the district and its Chapter 1 program, percentage of students from low-income families, and other relevant demographic features)
- Organizational arrangements (grades served, subjects or services offered, program configuration)
- Key reforms affecting regular education and Chapter 1
- District and Chapter 1 linkages to statewide reforms (curriculum and instruction, standards, assessments, and accountability procedures)

Following this data review and in consultation with the U.S. Department of Education, we selected nine study sites: Sunnyside and Tucson Unified School Districts, Arizona; Hayward and Long Beach Unified School Districts, California; Christian and Fayette Counties, Kentucky; Frederick County, Maryland; Community School District One and Niagara Falls City Schools, New York. The sites shared these characteristics:

(1) Each state had recently instituted new curricula and instructional procedures that applied to all students; the districts had participated in shaping state reform agendas and had begun local implementation

(2) State and local Chapter 1 curricula and assessment reforms had been in place for three or more years

(3) The state and local regular education and Chapter 1 changes were integrated both formally and informally

(4) Each district was committed to achieving student educational goals consistent with emerging national goals, and using multiple strategies of student assessment--including performance-based procedures--to direct instruction and track the accountability of Chapter 1 programs

(5) Districts were sufficiently large (8,000 students or more), demographically diverse, and geographically varied so that their experiences would reflect a wide range of Chapter 1 programs nationally

From March through May 1994, PSA researchers conducted one-day site visits to state agencies and two- to three-day visits in the nine districts. Researchers interviewed administrators, teachers, and parents; visited classrooms and talked informally with students; and reviewed guidelines, curriculum materials, and other documents.

Appendix 1 describes the participating districts, summarizes the major features of their Chapter 1 programs, and indicates connections with the state reforms.

Limits of the Generalizability of Findings

The districts and schools included in this study are distinguished by a number of enviable features. Although they differ in locale, size, ethnic make-up, and proportion of students in poverty, they have in common an openness to experimentation, an ability to adapt, and a belief in the benefits of change. The comment of one district leader is typical: "Whenever there is a reform movement from the state, this district always tries to respond."

Educators in these sites are not novice change agents but have a long-standing involvement in school improvement and a commitment to flexible management and curriculum-based reforms. Program leaders, principals, and teachers have long tenures--many have been in the districts more than ten years. It was not uncommon to meet clusters of 20-year veterans who have worked together

"since way back in the days of the old Title I." These professionals are working in the community they call home. They have invested themselves in their schools; they know what works and what does not; and they are determined to succeed, even against increasingly difficult odds.

In short, the insights about the dynamics of change in the districts in this study reflect the perspectives of experienced change agents in communities that support change; different insights might be drawn from contexts where innovation is less welcome and more suspect.

II. Key Influences on State and Local Chapter 1 Policy Development

In this section, we describe major national, state, and local influences on policy development for Chapter 1. We begin with a discussion of national policy shifts, including changes in Chapter 1 law and regulations in the 1980s and 1990s, and conclude with an overview of recent state and local reform activity.

National Reforms

Major policy initiatives from the early 1980s set the stage for emerging systemic reforms. State leaders trace recent trends to the awareness created by A Nation at Risk (National Commission on Excellence in Education, 1983), and by business leaders and national policy makers who rallied behind the belief that business as usual was unacceptable education policy and radical improvement was needed to rescue America's schools from deepening decay. Responding to this call for change, the states we examined took a number of actions: they established more challenging graduation requirements and stricter accountability; invested in teachers' professional development and curriculum writing; restructured organizations to involve teachers and communities more centrally in decision making; set a minimum achievement for all students; and instituted statewide testing to monitor student progress. Policy makers expected that all students would go beyond minimal reading and mathematics to become skillful readers and users of language arts who attain proficiency in "hard" academic content (Porter, Archbald, & Tyree, 1991), including mathematics, social studies, and sciences.

By the end of the 1980s, Chapter 1 policy had also begun to reflect higher academic standards and more ambitious goals. The 1988 Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments shifted away from remediation and minimum competencies toward the expectation that all students would progress toward grade-level achievement. These amendments stressed that Chapter 1 programs were to bring students to grade-level proficiency in both "basic" and "more advanced" skills. Encouraging greater program flexibility, the amendments targeted resources to schools with relatively high poverty levels while providing parents, local practitioners, and community members with stronger planning and decision-making roles. The changes promoted more frequent use of in-class instructional models and schoolwide projects to upgrade basic academic programs in Chapter 1 schools. In particular, the amendments encouraged districts to use "schoolwide projects" to address education challenges in the highest poverty schools.

Schoolwide projects allow districts to combine federal, local, and other external funds in eligible schools to enhance student services for every student. This integration of funds gives school-site leaders increased flexibility to adapt research-based practices to the overall instructional program, reduce class size, increase professional development, and involve parents and communities in school decision making and other schoolwide services.

Just as state reforms advocated clearer accountability, Chapter 1 also intensified its accountability guidelines for evaluating student performance. New evaluation and monitoring requirements introduced by the Hawkins-Stafford Amendments gave local coordinators the leverage to insist that schools continually re-examine and alter unsuccessful approaches. As a result, when students failed to meet a threshold of improvement on standardized tests, district and ultimately state agencies became involved in overseeing the plans for changes in policy or practice (U.S. Department of Education, 1990, 1993b).

The Hawkins-Stafford amendments also advocated frequent and regular coordination among Chapter 1 and regular education staff to minimize disruption in students' education, insisting that Chapter 1 fit smoothly into the regular program (U.S. Department of Education, 1993b). By 1992 the Department of Education made coordination even more feasible by allowing Chapter 1 teachers to provide "incidental" assistance to non-Chapter 1 students, as long as Chapter 1 continued to focus on the educational needs of disadvantaged students. These new regulations further encouraged teaching arrangements to reduce the isolation of Chapter 1 students in pull-out programs, thus minimizing the labeling, the stigma, and the educational disruption often associated with such programs.

The National Education Goals set by the nation's governors in 1989 stepped up efforts by some states to bring coherence to disparate policies. In the states we studied, this coherence meant instituting goal-focused policies and forging new partnerships within and among state and local education agencies, across differently funded programs, and with many constituents--students, families, communities, and businesses. The hope was to coordinate education initiatives and program funds from state, local, and federal sources to engage students in rigorous, intellectually substantive learning experiences. By the early 1990s, states and districts were incorporating into their education programs lessons learned from a generation of experiments, drawing from developing knowledge about school organization and change, teaching, children's learning, and curriculum content standards.

State and Local Reforms

Proponents of systemic reform envision coherent state and local policies, based on clear goals and high academic standards, as keys to upgrading schools serving disadvantaged students (Elmore & Fuhrman, 1994; Fuhrman, 1993; Smith, 1994). Ideally, curriculum standards, written into state and local "frameworks" or curriculum guidelines and assessed by new, more informative testing methods, define what students should know and be able to do as a result of their years in school. Evidence of how well students meet the standards is to be measured on a proficiency continuum that defines unambiguous levels of expected accomplishment in widely agreed upon content and performance standards. School professionals--teachers and administrators--are continually learning, expanding their content knowledge and pedagogical expertise, and developing a common idea of what the standards are and how to ensure that all children achieve them. Parents and communities are active contributors in planning the education programs that affect their children. Districts use site-based management as a mechanism for sharing decision making among local authorities, teachers, and the communities the school serves. When states establish ambitious goals and clear standards and reinforce them with coordinated policies, the theory assumes, the effects will promote greater policy coherence leading to beneficial outcomes for all students.

The states and districts we studied have incorporated many features of systemic reform into their educational agendas. Visions express high expectations for all students; revised curriculums reflect evolving national professional standards; and new assessments and accountability procedures provide clearer indication of what children know and are able to do. State educational agendas share a common vision, but similarities across states and districts end with the broad themes. Each state uniquely defines its content and performance standards, curriculum frameworks, and accountability systems. Content standards take a number of forms: they are "essential skills," "academic expectations," "frameworks," or "outcomes." Performance and proficiency expectations are idiosyncratic: they are set at different grade levels; they have different content requirements; and they are measured with different assessment instruments and scoring procedures.

Even with the new systemic orientation, state reform in the present era emphasizes continuity with the past. According to top administrators in state and local education agencies, building on past strengths and willingness to let go of failures are central to the success of their more recent initiatives. New York's Board of Regents was so firmly committed to its successful initiatives of the early 1980s that A New Compact for Learning (NCL), its recent reform strategy, strengthens but does not replace the earlier guidelines. California attributes advances made in the 1990s to an ambitious legislative agenda begun more than a decade ago. In Arizona, legislative committees involving parents, teachers, and business professionals set higher standards for grades K to 12 students in the mid-1980s.

Both Kentucky and Maryland significantly enhanced accountability demands after 1989, but their education leaders also report that changes begun earlier in that decade set the stage for the accomplishments of the past five years.

III. Systemic Reform and Chapter 1 in States and Districts

We now turn to a discussion of state and local reform strategies in the five states and the nine districts we studied. Following a summary of each state's major systemic reforms, we describe Chapter 1 and reforms in districts and present an overview of the coordination of Chapter 1 and the basic programs in the districts studied. Table 1 summarizes the major reform components across the five states. Additional detail appears in two appendices: Appendix 2 provides detail on the status of the new state assessment programs; Appendix 3 gives examples of assessment and accountability data reports state agencies used in 1994.

Arizona

State Reform

Continuing a statewide improvement effort that had been evolving since the mid-1980s, Arizona's state legislature in 1990 adopted the Arizona Student Assessment Program (ASAP), one of the nation's first performance-based statewide assessments. The assessment legislation followed six years of goal setting and curriculum development. In the mid-1980s, task forces involving state legislators, state school board members, parents, teachers, and business leaders participated in defining Essential Skills in 11 content areas. The task forces wrote Essential Skills documents specifying "student outcomes"--the core competencies students would be expected to attain--and "examples of indicators" to suggest tasks students should be able to complete if they achieve the outcomes (Arizona Department of Education (ADE), 1993, p. vii).

According to officials in both district and state offices, classroom use of the Essential Skills was modest until 1990 when the legislature formally mandated the assessment program, its scoring standards (called rubrics), and the annual publication of data on student progress through state and local media channels. When the state guidelines failed to inspire local action, state policy makers turned to the Essential Skills documents and the ASAP as mechanisms for upgrading the quality of teaching and for ensuring that students were learning the expected content.

Arizona's reform legislation of 1990 gave each district the authority to determine performance levels that students are expected to attain on the state tests (ADE, 1993) and mandated the

Table 1
Major Reforms In Case Study States, Spring 1994

REFORM COMPONENTS	AZ	CA	KY	MD	NY
Curriculum frameworks[1]		✓		Planned	
Curriculum goals/outcomes/skills[2]	✓		✓	✓	Planned
Instructional materials & technology selection guided by curriculum		✓	✓		Planned
Performance-based assessments	✓	✓	✓	✓	Planned
Norm-referenced state assessment (for non-Chapter 1 monitoring)	✓			✓	✓
Student-level performance standards[3]		✓	✓		
School & district report cards	✓	✓	✓	✓	✓
School-based program planning & decision-making flexibility	✓	✓	✓	✓	✓
School review/improvement process	Planned	✓	Planned	✓	Planned
Accountability sanctions	Planned		✓	✓	
Certification and professional development tied to curriculum		✓	✓		Planned
Extended time (early childhood and before and afterschool programs)		✓	✓	✓	Planned
Family & community involvement	✓	✓	✓	✓	✓
Integrated family, health, and social services			✓		Planned

NOTE: Features of state reform are being implemented (✓) or planned; an empty cell indicates the state has no current plans to implement this component.

---

[1] Curriculum frameworks elaborate on the subject matter of disciplines, including goals, content, and thinking processes involved with using the discipline. They explore the philosophic foundations, visions, and ways of knowing the subject, as well as define the boundaries of the skills and knowledge domains to be mastered. Frameworks establish the parameters of a content-specific learning environment, present instructional alternatives, and model teaching and assessment approaches. They may include concepts, goals, and skills lists, but their most significant feature is the extended discussions of content and discipline-specific teaching processes.

[2] Curriculum goals, outcomes, and skills are summaries, outlines, or lists of content expectations. In some cases, they reflect the state's content standards; in other cases they are simply the key skills to be taught. In contrast to frameworks, these documents minimize discussions of philosophy, content, instructional approaches, and assessment processes.

[3] Student performance standards refer to the levels of mastery that define competence on assessments. They are defined by task- or test-specific rubrics or by summary scores in a tested knowledge domain. Student-level standards are distinct from school or district standards in that they reflect the individual's specific level of accomplishment in a particular content area or on a particular task.

development of locally defined District Assessment Plans (DAPs) (ADE, 1993). DAPs coordinate state and local assessments by reporting student progress toward attaining the Essential Skills in reading, writing, and mathematics, as measured by locally administered tests. Districts are free to develop their own assessments paralleling the new performance-based state assessments or to adopt alternatives to the state's models. Through ASAP, the state audits student progress on a subset of Essential Skills in assessments of reading/language arts, mathematics, and writing administered annually to all students in grades 3, 8, and 12, and it continues to track progress on traditional tests by administering partial batteries of norm-referenced tests each fall in grades 4, 7, and 10.

Coordinating the Essential Skills with the ASAP is, by design, a process of "teaching to the test." In interviews, school personnel reported that sample tests promote integrated instruction, higher-order thinking, and applied learning and are therefore a sound basis for instruction. They expect that students who know how to answer the questions on the sample tests will succeed when the state test asks them to apply what they know in context-embedded tasks. Promoters of this reform strategy argue that because ASAP tasks model the best teaching activities and establish clear evaluation standards, they provide a common reference point for guiding instruction and evaluating student performance statewide. Although this "high-stakes" approach to assessment is controversial,[3] state and local reform proponents argue that solid student performance on ASAP tasks assures participating communities that children are applying their developing knowledge practically and with a high degree of proficiency.

After the 1990 legislation, the state's Chapter 1 program tightened its connection with regular education by aligning its goals with the Essential Skills and offering extensive staff development to show teachers how to model ASAP tasks and use rubrics as scoring guides and standards. The Chapter 1 state office urged districts to frame their desired outcomes in the same terms as the Essential Skills and encouraged teaching with sample ASAP-style tasks that use rubrics as in-class evaluation criteria. At the same time, the state Chapter 1 director and his staff shifted the role of the state office from monitoring to technical assistance.

---

[3] The state and district officials interviewed in this study were enthusiastic supporters of the high-stakes assessment, believing it to be a successful staff development tool for teachers and a motivating strategy for students. By contrast, Noble and Smith (1994) report a more controversial story, suggesting that Arizona's new assessments are having the same narrowing effect on the curriculum as the traditional assessments did.

Features of Chapter 1 in Arizona Districts

The Arizona sites in this study are two neighboring districts located in the Tucson metropolitan area in the southeastern part of the state. Both serve highly diverse populations. The Tucson Unified School District (TUSD) is in the city's urban core, and the Sunnyside Unified School District (SUSD) is located in an economically disadvantaged community on the outskirts of the city.[4]

Sunnyside and Tucson anchor both Chapter 1 and their local reforms in community-centered goal setting and strategic planning processes. The districts align their curriculums with the Essential Skills and with the ASAP. Their organizational structures place Chapter 1 personnel in roles as mentors and program facilitators, helping colleagues connect the state and district assessment procedures to the regular education of disadvantaged students. The local research departments provide schools with evaluation data for school planning and classroom use.

Sunnyside and Tucson Chapter 1 programs offer preschool and extended-day kindergartens, literature- and writing-based language arts programs, hands-on mathematics, and professional development. SUSD incorporates complementary ideas from a variety of innovations supporting the education of students at risk, including cooperative learning, behavior management strategies that involve the whole class in problem solving, and strategies that emphasize the teacher's role as knowledgeable decision maker and guide. TUSD is experimenting with multi-age primary classes organized around interdisciplinary projects and various parent education and involvement programs, including special programs for four-year-olds and their families. It also has invested extensively in Reading Recovery and its Spanish-language counterpart, *Descubriendo La Lectura*, an intensive program that enables students to acquire the problem-solving habits--and the resulting competence--of good readers by the end of first grade.

Chapter 1 instruction in Sunnyside occurs within regular classrooms, using targeted Chapter 1 programs. When the district reviewed options for serving Chapter 1 students, it determined that targeted programs conducted within regular classrooms--more than schoolwide projects--maximize the quality of instruction for students. Chapter 1 program facilitators--highly regarded master teachers--manage Chapter 1 services by helping teachers and aides upgrade the quality of in-class instruction for all students, especially the lowest achievers. Chapter 1 instructional aides work under the

[4] SUSD enrolls about 13,300 students in grades preK-12. About 80 percent of the students are minorities: 72 percent Hispanic, 3 percent African American, 3 percent Native American. Nearly 65 percent of the students qualify for free or reduced-price lunches. TUSD enrolls about 57,000 students in grades preK-12. About 48 percent of the students are minorities: 37 percent Hispanic, 6 percent African American, 4 percent Native American, and 2 percent Asian. Almost 44 percent of students receive free or reduced-price lunches.

supervision of classroom teachers in regular classrooms and before and after school with small groups of children, some of whom may not be in Chapter 1.

This approach makes Chapter 1 program facilitators also the key change agents within schools. They keep informed about new instructional techniques and the evolution of state assessment and scoring methods for mathematics, reading, and language arts, and they lead ongoing, school-based staff development that promotes the adoption of innovations districtwide. Facilitators also offer continuing professional guidance to instructional assistants and tutors in each Chapter 1 school and support the outreach function of parent-involvement assistants. Sunnyside's district-level research and evaluation division is a significant resource to Chapter 1, documenting student progress in each SUSD school and periodically providing item analyses of student achievement on school district assessments. Schools also use the DAP results to monitor their progress on district goals.

Tucson takes a different approach to intensifying services for Chapter 1 students and coordinating them with state reforms. Since the late 1980s, Tucson has encouraged all schools to adopt schoolwide project models, and by 1993-94, only schools with more than 80 percent of the students receiving free or reduced-price lunches participated in Chapter 1. As in Sunnyside, Chapter 1 staff are instructional support teachers and professional developers. TUSD's Chapter 1 is based on the "whole school concept" and aims to provide services so well integrated into the routine of the whole school as to make the program "virtually transparent" (TUSD, 1994, p. 1).

Tucson makes Chapter 1 indistinguishable from the regular program by selecting from an array of approaches that fit a schoolwide emphasis: small class size, multi-age primary groups, extended-year schedules with inter-session enrichment activities, and six Family Resource and Wellness Centers scattered in or near schools throughout the city. TUSD's bilingual education policy maintains students' non-English language resources while developing their English-speaking skills. Because so many Chapter 1 participants are limited in their English proficiency, Chapter 1 funds some bilingual teachers who teach in students' home languages.

Principals report that Tucson's goals and its annual strategic planning cycle--known as ACTion 2000--are prominent considerations in school-level decisions about improving educational services for students at risk. Schools annually write improvement plans that area superintendents review to verify that the locally and externally funded programs are fully coordinated. The district encourages school plans that advance within-school collaboration and principal participation in instructional planning. The emphasis on reflective planning has led many schools to value the opportunity to participate in Chapter 1 "program improvement", recognizing the potential of the

technical assistance and the small grants from the state Chapter 1 office to improve their organizational and instructional capacity.

California

State Reform

California's current education reform began in 1983 with Senate Bill 813, an omnibus reform package including more than 80 provisions for improving the state's elementary and secondary schools. The state's "curriculum frameworks" were among the many changes intended to expand educational opportunities and upgrade the content and quality of instruction for all students. Provisions also included financial incentives for local school districts to extend the school day and year, more stringent high school graduation requirements, higher teacher salaries, authorization for school district-based teacher training programs to alleviate severe shortages of qualified instructors, and a new professional category called "mentor teachers." In the same year, California began introducing changes in curriculum, textbooks, testing, and professional development that constitute the major elements of today's systemic reforms (California Department of Education (CDE), 1993a).

California's curriculum frameworks are unique. Written over a ten-year period by teams of state and national curriculum experts, the frameworks embody "constructivist" learning theory--advocating active roles for learners--and outline new "thinking/meaning" curriculums that require students to apply what they know to practical situations. Their purpose is to delineate changes in the content and processes of teaching in all major subjects and to demonstrate the shift to new, research-based instructional strategies. Over the years, the frameworks have become the foundation for preservice teacher education and certification, textbooks, instructional materials and technology, teacher and administrator staff development, and collaborations of subject matter experts.

By 1994, the CDE had issued eight frameworks--English/language arts, mathematics, science, health education, history and social sciences, foreign languages, the arts, and physical education. Curriculum revision is ongoing in California, occurring cyclically every eight years in every discipline. The 1993 update of the language arts framework--adding appendices on phonics and instructional grouping to address concerns raised about the earlier version of the framework--brought all the state's frameworks through at least one full cycle of revision since framework-guided curriculum began in the early 1980s.

Interlocking "subject matter projects"--teacher networks--are vehicles for disseminating the best teaching methods using the frameworks. The subject matter projects connect the state's most talented teachers and colleagues in the universities in a process that expands their knowledge base and pedagogic expertise, enabling the teachers to share what they have learned with colleagues in their schools. The networks thereby become a resource all teachers can use to increase their knowledge of curriculum and pedagogy collaboratively. The California Math Project, a prototype "subject matter" project launched in the early 1980s, is an example of this strategy at work. It operates at 17 sites for three to four weeks at a time, linking "teacher leaders" with university- and district-based mathematics educators. It has been a major discipline-based resource for teachers trying to learn the content and pedagogy they need to incorporate California's mathematics framework and the national mathematics standards into their classroom routine.

Curriculum frameworks in California significantly predated the state's new assessment program, so the California Learning Assessment System (CLAS) was organized around the frameworks' curriculum and instruction recommendations. CLAS was a framework-aligned, performance-based assessment system that was plagued by funding shortfalls and political controversy almost from its inception. While it had strong advocates among framework users and reform leaders, some citizen groups objected to a number of its features. CLAS detractors criticized it first for using open-ended questions that require students to reflect on and, in some people's view, inappropriately argue a point of view or a set of beliefs. Second, critics objected that students took a sample of the total test in each subject--not the entire test--so that statewide progress could be evaluated but individual student achievement could not be. This approach minimized the testing time for individual students and reduced costs, but it precluded giving parents progress indicators on their children. Finally, claims that CLAS failed to provide "reliable individual student scores . . . and an appropriate mix of questions designed to assess students' mastery of basic skills . . ." (DiMarco, 1994, p. 36) led the governor to put the testing program on hold by vetoing its funding in the summer of 1994. The governor assured citizens that the delay of CLAS was only temporary, however, pending plans to adjust the test in response to their concerns (Olsen, 1994, p. 13). A problem with this delay is that schools--including those with Chapter 1 programs--were, by 1995, without a framework-based assessment tool for evaluating progress toward the state's curriculum standards.

Still, the Chapter 1 program is not deterred by the problems facing CLAS. The state office advocates that districts use the frameworks as the foundation of Chapter 1, assuming that all students can learn the content the frameworks define to achieve proficiency on assessments (Walker, 1993). It sets a priority on helping Chapter 1 schools adopt the state curriculum goals by helping schools coordinate Chapter 1 resources, state reforms, and frameworks-based instruction. The state office considers schoolwide Chapter 1 projects the best approach to ensure all students achieve to the same

academic goals. "Our function," the state Chapter 1 director explains, is to "train school people on how to plan, how to implement schoolwide projects, and how to get parents involved." Besides technical assistance that stresses schoolwide implementation, Chapter 1 has an especially well-developed program of joint state-local assistance with program improvement.

California's ten Chapter 1 service regions are school districts' technical-assistance partners. Through the service regions, the state Chapter 1 office hosts quarterly meetings on such issues as interpreting ESEA rules and regulations, alternative assessment, and instructional strategies that support low-achieving students. Exemplary Chapter 1 schools are showcased at annual California Compensatory Education Achieving Schools conferences. To complement its own activities, the state Chapter 1 office collaborates extensively with county and district education offices to coordinate state and local reform. The state Chapter 1 office also funds participation by 40 schools in the state's Program Improvement Initiative and strongly encourages schools to join the Elementary Alliance, one of California's many reform-oriented professional development networks.

Integration of Chapter 1 with the state's basic education program is further encouraged by two complementary monitoring and review processes. The Consolidated Compliance Review (CCR) serves a monitoring function for categorically funded programs, and the Program Quality Review (PQR) helps all schools evaluate their instruction and curriculum. Since 1984, school districts have been required to complete the CCR for all categorical programs, including Chapter 1, state compensatory education, and bilingual education (CDE, 1993c). Every four years, districts review core programs and services provided to low-achieving students to determine whether student programs are coherent and coordinated, to demonstrate that students in categorically funded programs also have access to the core curriculum, and to verify that supplemental funding streams are interconnected. The goal of the PQR ". . . is to enable the entire school community to focus, through extensive discussion and self-examination, on how curriculum and instruction can be improved so that *all* students in the school can be fully engaged in a high-quality thinking, meaning-centered curriculum" (School Improvement Office, 1993, p. 2). Through this review, schools examine and compare samples of student work in one specific curriculum area with the vision in the corresponding state curriculum framework and with additional PQR criteria. The faculty-led PQR process leads schools to develop a multiyear improvement plan, incorporating the recommendations that emerge from the self-examination.

PQR is also a tool for Chapter 1 program improvement. The state's 1989 Chapter 1 program improvement plan recommends each identified school analyze its general education program, compare it with PQR quality standards, and assess how effectively it uses categorical resources to strengthen its regular instructional program.

Features of Chapter 1 in California Districts

We visited two California districts for this study, Hayward Unified School District (HUSD), located in a low-wealth small town ten miles south of Oakland, and Long Beach Unified School District (LBUSD) in Los Angeles County.[5] Like other California districts, both faced severe budget cuts and continuing fiscal austerity in recent years. In response, top managers turned to local educators and communities to help make the tough decisions about how to maintain the effectiveness of schools in the face of continuing budget reductions.

Both districts favor schoolwide and in-class Chapter 1 strategies, along with extending the time students spend in school through year-round and before- and after-school programs. Chapter 1 resources also supplement the two districts' continuing involvement in state-sponsored staff development and discipline-based networks. A striking feature of these districts is that many of their leaders served in Chapter 1 programs earlier in their careers. Experience in Chapter 1 is a highly regarded jumping-off point for moving up the organizational ladder--from school Chapter 1 facilitator to principal and, later, to the district office. As a result, top-level district personnel are alert to the effect systemwide policies might have on Chapter 1 as well as to how Chapter 1 helps achieve district goals.

At the elementary school level, Hayward's Chapter 1 program serves students within classrooms, advocating in-class and schoolwide strategies, and it relies on connecting state and locally developed curriculum frameworks to achieve this goal. The district has long relied on professional development to maintain high-quality compensatory education, and funding limits have not changed this focus. The district sends representatives to the state's PQR training so that all schools--including all Chapter 1 schools--prepare for a year for the outside review before it is formally implemented. In many schools, the teacher mentor program and Wednesday afternoon staff meetings are resources for coordination and capacity building. The district also relies on the county office for many professional development services. As a result, even in fiscally restricted times, teachers can access a

---

[5] Hayward serves roughly 20,000 students. Approximately 44 percent of the students are white, 31 percent are Hispanic, 17 percent are African American, and 16 percent are Asian, Filipino, and Pacific Islander. Approximately 38 percent of the students have limited English proficiency, most speaking Spanish or Vietnamese. Almost one-half of Hayward students qualify for free and reduced-price lunches. Long Beach enrolls almost 78,000 students. The student population is 36 percent Hispanic, 23 percent white, 19 percent African American, 16 percent Asian, 3 percent Filipino, and 2 percent Pacific Islander. About one-third of the students have limited English proficiency; many speak Spanish or Cambodian at home.

smorgasbord of professional opportunities such as conferences on linguistics, informational lectures on conducting PQR, classes on the learning styles of second-language learners, and seminars on curriculum development.

One Hayward schoolwide program offers programs before and after school and staggers student schedules to reduce the student-teacher ratio in reading and mathematics classes. When this strategy is used, half of the school's students begin reading class at 8:30 a.m., and the others arrive at 9:30 a.m. In some schools, usually during a reading or mathematics period, an instructional assistant joins the regular teacher for more one-on-one teaching. Other schools lower their student-teacher ratios through the joint efforts of the resource teacher in the computer laboratory, the regular teacher, and one instructional assistant. Tutoring programs and sheltered-English mathematics and science also target Hayward's large limited-English speaking population. Mentor teachers in Chapter 1 schools meet one-on-one with colleagues while substitute teachers, funded by categorical funds, supervise classes. At a junior high, however, Chapter 1 services are more traditional, consisting of a computer lab that pulls students out of other classes to practice basic skills and learn computer application.

In Long Beach, literacy has been a major Chapter 1 focus in recent years. To start beginning readers properly, the district has formally adopted Reading Recovery for its Chapter 1 schoolwide programs. Besides investing in the long-term training required for teachers to implement this one-on-one tutoring program, Long Beach has participated in the pilot of the Spanish version of Reading Recovery, *Descubriendo La Lectura*. Through a 12-week program, "Early Literacy Inservice Course" (ELIC), Chapter 1 has trained virtually all primary teachers to apply Reading Recovery principles in the larger classroom context. Training sessions include demonstrations and peer coaching. Intermediate teachers take a course using a similar format, "Literacy and Learning Inservice: Four to Eight" (LLIFE), which extends this approach to support the literacy development of older students. Also widespread in LBUSD Chapter 1 schools are interdisciplinary teaching, reading and writing across the curriculum, hands-on science and mathematics, and cooperative learning. Where students are limited in their English proficiency, these innovative practices are conducted in students' primary languages.

LBUSD annually creates school report cards, called "Performance Review Indicators for Strategic Management" (PRISM), to show how the major elements of the schools' comprehensive program helps students achieve district objectives. For each school, the report identifies the mission, presents student outcome data and other evidence of success, and lists activities coinciding with school objectives. When school improvement falls below identified goals, the LBUSD research office helps schools target instruction by distributing Chapter 1 test score information and "Student Improvement

Listings" created from district and Chapter 1 data. The district also makes extensive use of the regional educational laboratory and the subject matter projects at nearby state university campuses. Finally, Long Beach is developing local curriculum and performance standards in all subjects, a process that includes Chapter 1 teachers.

Kentucky

State Reform

The 1990 Kentucky Education Reform Act (KERA) overhauled the state education system in response to a 1988 lawsuit by 66 school districts challenging the constitutionality of the state's public school financing. Under the banner "world-class standards for world-class kids," the state instituted a reform with ten interlocking components, including curriculum and assessment programs organized around six broad goals and 57 accompanying academic expectations.[6] The academic expectations summarize "what Kentuckians want all students to be able to do with what they know" (Kentucky Department of Education (KDE), n.d.). A curriculum guide, Transformations (KDE, 1993), is an extensive resource for designing local curriculums, planning instruction on the academic expectations, and recommending new pedagogical processes and in-class evaluation strategies. The guide also advises teachers how to incorporate into their teaching new instructional materials, technology, community resources, and alternative ways of using time in school.

KERA funded reform through a combination of state and local taxes. A one-cent sales tax, earmarked for KERA implementation, increased education funding by a total of $950 million from 1990 to 1992, with each school district receiving at least a 12-percent increase in support (NGA, 1993). Districts--especially poor ones--received as much as 25-percent increases in funds for staff development, family and youth resource centers, reduced class size (especially in the primary grade), and site-based management (SBM) councils.

The state measures student educational progress annually through the Kentucky Instructional Results Information System (KIRIS), a three-pronged assessment system that is largely performance-based but also includes multiple-choice questions, short-answer essays, and portfolios of student work

---

[6] Since 1990 academic expectations and their ensuing names have changed several times. Because of public concern over various aspects of the outcomes-based program, the original 75 "learner outcomes" were revised by dropping the affective outcomes not measured on the state test and recasting remaining outcomes as 57 "academic expectations" (Kentucky Department of Education, 1994).

in writing and mathematics. KIRIS is an innovative accountability program that establishes a progress standard for schools on the basis of a combination of test results and measures of attendance and graduation rates. By 1996, according to KERA, rewards or sanctions will be distributed to schools and districts according to their achievement results on both cognitive and noncognitive measures (KDE, 1994a; 1994c).

Although Kentucky's curriculum guide and KIRIS have received widespread national attention, other lesser-known facets of KERA are also having significant impact, including: early childhood programs with preschools for four-year-olds from low-income families; continuous progress elementary programs merging kindergarten, first, and second grades into single, primary-grade classrooms; new professional certification and staff development for teachers and administrators; school-based decision making; upgraded technology to electronically connect schools, districts, and the state; investment in other new educational technology; community and business partnerships; improved social services, including in-school family and youth services centers; and several programs restructuring state and local school governance, management, and financing. These programs mark a radical and rapid change in the state, away from traditional basic skills-oriented instruction toward developmental, content-focused approaches. Explaining the change, a state administrator observed:

> We're in a revolution in this state. There's been a major shift in the goals. We've headed to writing an IEP for every child. We need to go through many stages of learning before we achieve the goals.... At the same time, our population is becoming more at risk.... We're one-fifth into the process, and we're on track, but it's tough.

After KERA took effect, the state Chapter 1 office was merged into the office of the Deputy Commissioner for Learning Support Services. The reorganization connected regular education and Chapter 1 to improve program development and coordination. Chapter 1 reframed its guidelines for districts to better coordinate federal and state initiatives, focusing local attention on the new KERA academic expectations and KIRIS. "KERA really caused us to relook at the federal Chapter 1 law," explained a state official. "We took the law as it was written and pushed it as far as we could." The state office also encouraged schools to use five core teaching strategies to organize instruction: acceleration, higher-order thinking, in-class services, variable teaching and learning approaches, and valuing diversity and learner strengths; and it distributed translation guides to convert planning, evaluation, and reporting into terms consistent with KERA mandates.

Both the high visibility and high stakes of the state's new assessment system achieve the goal of focusing attention on the state's content standards--its testable achievement expectations (KDE, 1994b). At the same time, state funding for professional development reinforces this focus. KERA allocated four inservice days to all teachers, and local districts may opt to allocate up to five

additional days to professional development that advances teachers' understanding of the new content standards and assessment strategies. By law, districts must develop a local plan for professional development connected directly to school and district needs assessments. Statewide consortia are offering the training schools and districts request, using both Chapter 1 and regular education staff as course leaders. Added to what is available from Chapter 1, state-funded professional development increases the range and depth of staff development, brings specialists into buildings, and sends teachers out of the classroom to observe innovative programs in other locales.

One problem reformers face in undertaking such massive change is that so much simultaneous innovation requires fine-tuning new procedures and policies continuously until they are efficiently in place. "Mistakes will be made," implementation leaders caution, especially with the use of a powerful technology such as KIRIS that has many components–test items, administration procedures, reporting formats, and programming requirements, among others. Furthermore, many constituencies need to be served, some who will support the changes once they understand them, others who may sharply criticize them. Friendly and adversarial critics question every phase of implementation. Nevertheless, KERA reforms have remained largely intact, despite a close race between the process of refining the system technically (KDE, 1993c) and the continuing public criticism that threatens it (Harp, 1994). A state assessment staff member acknowledged he and his colleagues keep coming back to this persistent question about Kentucky's process:

> The public policy issue is this: Can you live with a system that's imperfect, where some of the rewards in any given year may be unjust–although, over time, the imperfections will even out? Will the public tolerate the ambiguities that are inherent in the process?

Features of Chapter 1 in Kentucky Districts

Christian and Fayette Counties are two Kentucky districts in which KERA, local reform, and Chapter 1 complement one another.[7] Christian County, in western Kentucky, is largely a rural county, even though its county seat, Hopkinsville, is the sixth-largest city in the state. Fayette County, located in central Kentucky, is the home of the University of Kentucky and Transylvania University, and near several other state universities. Fayette is an educated, suburban county with an inner-city core of low-income families.

Chapter 1 programs have been a source of these districts' innovations for many years, sponsoring a number of KERA-like initiatives well before 1990. "Chapter 1 has been a model for us. Even before KERA, Chapter 1 was going into classrooms," explained Fayette's curriculum director. A Christian County principal reported similarly, "Chapter 1 preceded much of what KERA asked us to do." Notably, both counties emphasized strong staff development, early childhood education, problem-based teaching and learning, outcomes-oriented instruction, and site-based decision making. Still, KERA mandates pushed those reforms forward with new resources, technology, staff development, family resource and youth services centers, and SBM councils. The KERA ungraded primary for students in kindergarten through grade three stresses the same developmentally appropriate teaching strategies that Chapter 1 programs were already advocating.

Christian and Fayette are both developing local curriculum guides to reflect the academic expectations of the state's curriculum framework. Pending the completion of the local guides, projected to take several years, district leaders are using the guidance in Transformations to encourage a diversified repertoire of teaching strategies, including favoring trade and theme books over basal readers to teach reading, increased student writing, and mathematics and writing portfolios.

The thrust of Chapter 1 in Christian County is on in-class support, but the program is flexible enough so that classroom teachers can ask Chapter 1 staff to assist small groups of students outside the classroom when necessary. In 1994-95, Christian County inaugurated its first Chapter 1 schoolwide projects. Other examples of Chapter 1 and regular program coordination in Christian County are the jointly sponsored county and Chapter 1 adult education program and an annual family reading night that drew more than 300 parents in 1994. Chapter 1 hired the county's first two nurses

---

[7] Christian County Public Schools serve 11,000 students in grades preK-12, 52 percent of whom receive free or reduced-price school lunches, and 38 percent of whom are African American. Fayette County Public Schools enroll more than 33,000 students; 30 percent are eligible for free or reduced-price lunches. The student population is 76 percent white, 22 percent African American, and 2 percent from various other ethnic groups.

to serve Chapter 1 schools, inspiring the district to adopt nursing services as a district-funded program.

Fayette's Chapter 1 teachers also collaborate with regular education teachers, offering identified Chapter 1 students both in-class assistance and supplemental tutoring. Three schoolwide projects began in 1989, and several schools look forward to the eligibility level dropping below 75 percent poverty (as provided in the 1994 legislation reauthorizing Title I) so that they can qualify. Fayette's Chapter 1 program concentrates its resources on core areas of reading, language arts, and mathematics achievement, using an array of components: an extended primary program for 15 kindergartners at 21 sites; reading and mathematics "advantage" programs offering students whole-language reading reinforcement within classrooms; manipulative-based mathematics tutorials; and compensatory reading and mathematics for students in centers serving neglected and delinquent children.

Christian and Fayette elementary schools installed computer laboratories with KERA funds, expanding throughout the districts the very successful Chapter 1-piloted Accelerated Reader program, a reading program that rewards students for the number and difficulty of high-quality children's books they read. Christian County installed Jostens computer laboratories in each school and staffed them with Chapter 1 aides. Fayette's Chapter 1 also makes computers available to eligible students in 11 of its schools by purchasing software that supports higher-order thinking and writing.

Coordinating KERA reforms and Chapter 1 in these districts advanced policies of "inclusion" and "collaboration"--both techniques for strengthening program coordination--that the Chapter 1 offices had been advocating for some time. The 1992 federal policy modification accepting incidental contact of Chapter 1 teachers with non-Chapter 1 students finally relaxed remaining local restraints on placing programs within classrooms, reflecting the integration of resources KERA had advocated.

Maryland

State Reform

"Schools for Success" is the name of the Maryland reform program that evolved out of the 1989 report of the Governor's Commission on School Performance (Maryland State Department of Education (MSDE), 1991). The report proposed sweeping recommendations for making accountability in Maryland "the fundamental ingredient for reform" (MSDE, 1993b, p. 4). Initiatives introduced in 1989 included school improvement through site-based school improvement teams

(SITs), early childhood education, a focus on the education of at-risk students, and integrated education and family services for students. At the system's core is an extensive accountability structure, including a new performance assessment system and specified cognitive and noncognitive criteria that schools must meet. Schools that do not meet the standards by 1996 are expected to face restructuring or "reconstitution" (MSDE, 1993a).

The state's performance program incorporates five elements that structure school improvement. They include: (1) providing information to measure school performance; (2) establishing performance standards that each school must meet; (3) publishing the Maryland School Performance Program Report so communities can monitor schools' progress toward state standards; (4) requiring school-based improvement planning to reform curriculum and instruction; and (5) establishing a review system to recognize schools achieving or making exceptional progress toward achieving the state standards while levying sanctions on schools whose students fail to meet state standards. The implementation details for most components were just being worked out as this study was conducted, so we were not able to observe the impact of the new programs.

Two assessment components that have a several-year implementation history are the Maryland School Performance Assessment Program (MSPAP) and the state's Functional Tests in reading, writing, mathematics, and citizenship (MSDE, 1993b). A performance-based test, MSPAP is designed to change teaching by measuring school achievement with group and individual learning tasks like those that state and national curriculum groups recommend using routinely. Based on the Maryland learning outcomes adopted by the State Board of Education in 1990, the MSPAP tests critical thinking and problem-solving achievement with applied tasks and practical problems. In 1994, the MSPAP was administered for the third year. The Maryland Functional Tests, in existence since the mid-1980s, are similarly "aligned" to the state's instructional program, but they concentrate on assessing the attainment of "basic competencies" (MSDE, 1993c). Students must pass the Functional Tests before they can graduate. Previously administered during high school, the Functional Tests are being conducted in middle schools for the first time in 1994, and students will retake them annually until they pass.

The Maryland School Performance Report (MSPR) (MSDE, 1993c) is the centerpiece of the accountability reporting system. Since 1991, it has tracked school and district performance. The state agency summarizes countywide data and forwards computerized score reports to the counties for distribution to schools and the public. A state report documents countywide measures of achievement, attendance, promotion, high school completion, and postsecondary decisions. Also recorded is supporting information about schools and districts, including population characteristics, school readiness, the number of students receiving special services, and financial and staffing data.

Two levels have been established for student performance on the state's assessment tests, "excellent" and "satisfactory." Although the specific criteria for achieving these levels vary by grade and test, school pass rates must exceed 90 percent for a satisfactory rating and exceed 95 percent for an excellent rating for schools to reach the state standard. The MSPAP standards for students were to be set during the period in which this study was conducted, but they were not available at the time of this report (MSDE, 1993b).

According to state officials, Chapter 1 influenced Maryland's accountability-focused reform and its strategy for assisting low-performing schools. With its experience in goal setting, school improvement through school-site teams, and school-based planning, Chapter 1 served as an example for the state's evolving statewide compensatory education program. Chapter 1 students must achieve the same high standards as all other students in Maryland, and the state has begun to use school improvement teams to integrate all student services around improvement goals for schools serving high-risk populations. The state Chapter 1 office advocates a fully integrated approach to Chapter 1, requiring LEAs to show how their services enable students to reach the state's "challenging performance standards expected of all children" (MSDE, 1994, p. 34). It promotes flexibility and student responsiveness as the standard for determining how LEAs will meet students' needs for supplementary services, preferring schoolwide and in-class program models. Officials stated that in the past Maryland's strong local control has minimized the impact of the state organization on some local programs. Nevertheless, during the past year, the state superintendent convened a study panel on Chapter 1 that recommended aggressively connecting Chapter 1 with state improvement initiatives (Grasmick, 1994). The study resulted in a timetable of activities that will coordinate statewide school improvement requirements--including planning, assessment, and curriculum coordination--with those required by the federal Chapter 1 program.

Features of Chapter 1 in a Maryland District

We studied Chapter 1 in Frederick County because of its leadership in developing a Chapter 1 program that is integrated with a well-aligned state and local curriculum and assessment system. The district is a Maryland suburban community located about 60 miles from Washington, D.C.[8] Its

[8] Frederick County is the largest in Maryland and comprises a mix of small city, suburban, and rural communities. In 1992-93, Frederick County schools enrolled 29,297 students, 13.5 percent of whom qualified for free or reduced-price lunches. Ninety percent of the students are white, 7 percent are African American, and 3 percent are other minorities, mostly Asian immigrants. Chapter 1 served 986 students, 3.4 percent of the total enrollment.

challenges are typical of many near-city districts with small Chapter 1 programs: to seamlessly coordinate Chapter 1 and regular education so that the program's small number of students is free of stigma or label, and so that the district meets its obligation to bring achievement levels of all students up to the high standards the state has set.

Frederick sets "essential discipline goals" and course objectives for each grade level. Goals and objectives are prescriptive and detailed, specifying precisely the skills students are expected to demonstrate. To measure progress toward the goals, the district in 1989 created the Criterion-Referenced Evaluation System (CRES), a locally designed system of criterion-referenced, performance-based assessments measuring students' mastery of the essential curriculum. The assessments are a vehicle for shifting from using letter grades as evidence of success to setting high mastery standards on the CRES as the achievement requirement. The local tests are also aligned with the MSPAP.

Teachers use CRES to diagnose student learning problems, to guide instruction, and to evaluate student mastery of course objectives. CRES results are annually reported to the public, along with information about schools' achievement on the state Functional Tests and the MSPAP and reports of attendance, dropout rates, and Algebra I completion rates. The CRES assessments have basic skills, multiple-choice, and performance-based components, and emphasize critical thinking, problem solving, and communication.

Local educators regard Chapter 1 as a tool to use in serving at-risk students. The program is small, but Frederick's Chapter 1 is highly integrated with the regular program, even without the benefit of a schoolwide project option. The county concentrates Chapter 1 resources in the early childhood years, serving preK-3 students, shifting seven years ago from a pull-out program to a team-teaching approach. After a series of meetings with federal officials, Frederick County clarified procedures for using team teaching and a locally designed criterion-referenced test as the basis of Chapter 1. The program supports the local "essential" curriculum and uses performance on CRES, along with other measures, to select its students. It also sets desired outcomes on the basis of student mastery of the essential curriculum as measured by CRES.

In grades 1-3, classes enrolling students eligible for Chapter 1 have two full-time certified teachers, and they comprise roughly equal numbers of Chapter 1 and non-Chapter 1 students. There is no "Chapter 1 teacher" designated to work with low-achieving students; both teachers take responsibility for working with all students in the classroom, giving intensive one-on-one and small-group instruction to Chapter 1 students as they need it. To ensure that Chapter 1 serves only eligible

students, teachers and supervisors closely track instruction for Chapter 1-identified students through a planning and monitoring process called REEM (Reinforce, Extend, Enrich, and Modify).

Two schools offer a prekindergarten program that is funded jointly by Chapter 1 and Head Start; Chapter 1 pays for the cognitive component of the program by providing a certified early childhood teacher, and Head Start pays for transportation, health, food, social services, and a classroom aide. In another Chapter 1 program component, paraprofessionals work as classroom aides in kindergarten classrooms that enroll Chapter 1 students. Chapter 1 and the local board of education also fund a number of full-day kindergarten classes for students most at risk, community liaisons in each school, activity/book/toy libraries, and Chapter 1 summer school.

New York

State Reform

The most recent reforms in New York expand on the themes of previous ones, including innovation in teaching, high standards of achievement for all students, systemic planning and accountability, and parent involvement in governance. In 1984, the state's Board of Regents adopted an aggressive action plan that established test-based minimum competencies; tougher graduation requirements; ambitious academic goals measured by formalized assessments; and annual student, school, and district accountability. Despite these substantial efforts, problems persisted.

In early 1990, the Commissioner of Education and the Regents reached into the community to draw up A New Compact for Learning (NCL)--a package of statewide commitments that would "reconceive" New York's educational system (New York State Education Department/University of the State of New York, 1992, p. 2). In redefining the state's strategies for achieving its education goals, NCL placed greater emphasis on learner-centered curriculum and assessment and sought to establish clearer responsibilities for the many community constituencies involved in education. As in other states, the vision of the NCL embraces the assumption that all children can learn. Moreover, the NCL plans to make teaching and learning more responsive to students by changing how government agencies support children and schools. Two ideas summarize the central themes of the NCL. First, there will be "top down support for bottom up reform"--meaning that policy makers and teaching professionals will become partners in change; and, second, government agencies and communities will together create an environment--become the "whole village"--in which children can thrive.

The NCL did not change the Regents' Action Plan of 1984; instead, it established new approaches to achieving it. With the blessing of the Commissioner, the Regents, and the state legislature, innovative practitioners took the resources allocated for reform to plan and try out over the next several years new ways to achieve the NCL goals. The NCL is not a quick fix; it is a long-range commitment that will evolve gradually, following the direction of statewide advisory task forces and learning from local innovations. A state official acknowledged that its implementation will take "up to the lip of the next century." The key feature of the New Compact is that districts and schools, not the state, will spearhead local changes. The state education agency has been reorganized into field services teams to integrate its direct support of local efforts. Advisory committees are convening across the state under the auspices of the Commissioner of Education and the Regents to draft, propose, and, in some cases, pilot local implementations of NCL goals. State-sponsored reforms that districts and schools are trying include: changing the state's assessment systems; drafting new curriculum frameworks in seven fields[9] (mathematics, science, and technology; social studies; and English/language arts are being completed in 1994); establishing a School Quality Review Initiative to provide the expert assistance of experienced peers for schools committed to improvement; revising the process for obtaining variances from certain state regulations; piloting workforce-preparation programs; and sponsoring partnerships to help schools implement the New Compact.

Chapter 1 is one of a number of state and federal instructional support programs that fund district-level initiatives on behalf of at-risk students in New York, and it is integral to the state's strategy for serving its educationally disadvantaged population. Since 1985, New York's compensatory-education policy has emphasized these elements: (1) programs that are "congruent" with regular education, establishing a clear connection between compensatory and regular classroom activities; (2) a focus on measuring student success in regular classrooms; (3) support for building-level change, primarily by investing in schoolwide projects; and (4) accountability-based school planning. Especially with the adoption of NCL, Chapter 1 is designed to promote flexibility and to maximize the coordination of districts' services. As a result, the state strongly encourages the adoption of schoolwide Chapter 1 projects and a number of in-class strategies for coordinating resources to maximize the benefit for students.

[9] The seven fields that will have frameworks are mathematics, science, and technology, English/language arts; social studies; languages other than English; arts and humanities; health, physical education, and home economics; and technical and occupational studies.

Features of Chapter 1 in New York Districts

We visited two districts in New York State--Community School District One (CSD1) in New York City, and Niagara Falls City School District (NFCSD) in upstate New York.[10] Both districts have long-standing reputations as innovators. Having benefitted from innovation in the past, leaders in these districts welcomed the message of the NCL. The two districts contrast markedly in the stability of their leadership, however. Niagara's top managers and school board members have established long tenures with the school system. Many were born and raised in Niagara and have spent most of their careers in the Niagara area. Although schools in CSD1 are also staffed by veterans who live in or near the district's lower East Side New York schools, at the time of the study, the superintendent and his top staff were relative newcomers, brought into the district in 1990 by a "reform" school board.[11]

Community-written goals and action plans guide both districts, laying out high expectations for student achievement. Since 1990, CSD1 followed an action plan known as the Blueprint for Progress (updated in 1993) that called for an array of educational innovations such as: project-based and exploratory learning; whole-language reading and language arts; interdisciplinary and multicultural instruction; and districtwide professional development for all employees, including teachers, principals, district administrators, and clerical staff (CSDI, 1993). In 1992, Niagara adopted Standards of Excellence for students, defining how graduates will demonstrate "proficiency and competence" in 14 fields of knowledge: computation, communication, science, literature, history, geography, vocabulary, civics/government, health, cultures, environment, technology, second language, and human resources (NFCSD, 1994). In addition, to meet graduation requirements, students must participate in political, economic, and social institutions; demonstrate that they know

---

[10] CSD1 serves a 97-percent minority, multicultural, and multilingual population of 10,323 students. Seventy percent of the students are Hispanic, 15 percent are African American, 9 percent are Asian American, and 5 percent are white; 21 percent of the population have limited English proficiency. The major languages spoken by students include Spanish, Chinese, and Bengali. More than 80 percent of CSD1 students live in low-income families, and Chapter 1 serves about half of its student enrollment. Of Niagara's 9,000 students, 67 percent are white, 28 percent are African American, and 5 percent are other minorities. Only 1 percent have limited English proficiency. Almost half the NFCSD student population is eligible for free or reduced-price lunches, although only about one-quarter of its students are enrolled in Chapter 1.

[11] By the time we concluded this study, the politics of reform in CSD1 had shifted. Another election brought a new balance of power on the school board, including a faction that declined to renew the superintendent's contract. The sudden shift in leadership meant the third change of superintendents in less than five years, leaving uncertain the fate of reforms begun in 1991. Still, according to local sources, the school-based initiatives we observed seemed to have sustained the shift in the district's top management--at least for the time being. Principals in the most innovative schools we visited credit their schools' stability to parents' commitment and to the determination of their administrative teams.

how to use and care for the environment and natural resources; and practice good habits for physical, mental, and emotional health.

Twelve of the 15 eligible CSD1 schools have schoolwide Chapter 1 projects, and all Chapter 1 programs offer instruction consistent with the state's core curriculum for all students, including reading/language arts and mathematics, social studies, science, mathematics, writing, literature, and art and music. The district provides the same whole-language curriculum for all children and is moving toward heterogeneous grouping. Because 21 percent of CSD1's students are designated as having limited English proficiency, Chapter 1 supports resource teachers and aides who deliver instruction in ESL classes and in students' home languages. The district also has several dual-language immersion programs in Spanish and English. In some cases, Chapter 1 funds support early childhood programs or reduce class size.

Niagara educators embrace research-based programs and work in school-based teams to identify and bring cutting-edge strategies to the district. Teams often include parents and business leaders who join representatives of the teacher and administrator unions in developing innovative planning and implementation. Potential new programs start as pilots in Niagara and those thought to be the best are distributed as program options that sites can adapt to their own purposes.

None of Niagara's schools has a sufficiently large concentration of students poor enough to make it eligible for a schoolwide project. Nevertheless, the targeted program attempts to make a seamless connection between Chapter 1 and regular education for students and teachers alike. "It is our intent," Niagara's Chapter 1 guidelines explain, "to have [Chapter 1-funded] curriculum teachers follow the district's curriculum process in assisting classroom teachers to meet the needs of targeted students in the content area...." (Niagara Falls Board of Education, n.d., p. 4). This strategy means that Niagara's Chapter 1 services vary in focus depending on the school, the grade, and the particular children targeted.

Services are available to all eligible children in grades kindergarten through 12, and Chapter 1 students receive the same basic instruction as their peers who attend regular classes. Those needing supplementary assistance receive it through short-term pull-out activities. An extended day for Chapter 1 kindergartners who are most at risk adds between 45 minutes and 1-1/2 hours a day, with up to four specialist teachers collaborating in the same classroom to offer children a language-enrichment program and close, personal attention. Teachers monitor students closely to see that they "revolve" through Chapter 1, receiving the help they need and then moving out of it as quickly as possible.

Important features of both Niagara's and CSD1's approaches to compensatory education are their year-long, weekend, after-school, and in-school staff development for all professionals--administrators, teachers, and paraprofessionals. Reflecting the prevailing philosophy of both school districts, a CSD1 principal explained: "Just as we think of building a child's strength, we need to build the same strength in the people and the system." Various external sources of funding help leverage Chapter 1 and state compensatory resources to offer extensive, coordinated professional development programs for teachers and administrators, as well as parent education activities. In both districts, the small central office staffs also work closely with Chapter 1 schools to support curriculum change and to facilitate the New Compact's SBM/SDM requirements.

IV. Cross-Cutting Themes in State and District Reform Implementation

We discuss here cross-cutting themes of systemic reform in the experiences of the districts and schools across the five states we studied. The discussion explores the integration of state reform and Chapter 1, examining the challenges--especially the unresolved issues--of coordinating state and local reform on behalf of disadvantaged students.

Among the districts and schools we visited, which are somewhat unusual in the degree to which they embrace reform, the implementation of systemic initiatives is a work in progress. When Chapter 1 is organizationally integrated with other services, as it was in the sites we visited, it is a well-used resource for increasing services that upgrade the education of disadvantaged students. Systemic reforms typically build on the well-trod path of past successful education innovations; and they are adapted to local circumstance, taking hold first and most completely where there are teams of professionals who can knowledgeably lead the process. Change occurs one school at a time; "it will happen community by community, not from Washington, and not from the state," a superintendent pushing reform reminded us.

The experiences of these districts shed light on the factors driving change in the current reform environment--especially new arrangements for high-stakes assessment--and on the tremendous amount of work still to be done to realize the promise of standard-setting and assessments, curriculum development, capacity building, and site-based management.

Standards, Assessment, and Accountability

From the sites in this study we learned that standards-driven reform will unfold unevenly within and across states and Title I programs and that the variability of programs and implementation strategies can be expected to raise new complexities for federal Title I policy making. Key issues are: standards and performance expectations differing from state to state; the slow pace of implementation; major changes in states' assessment systems; contrasting perspectives on the value of sanctions for schools; varying use and limited availability of new assessments for Chapter 1; and the paucity of information from the new assessments for practical use by educators.

What Are the Standards?

States set many kinds of standards. Task forces and committees typically define the broad outlines of what children should know and be able to do in a number of core content areas. Their definitions of content and performance standards vary, however. The states set goals in different disciplines and at different grades or developmental levels, and the linkages among states' expectations for students are unclear. In the states we visited content standards are often lists of goals, outcomes, or skills to be taught and Chapter I has incorporated them into desired outcomes or overall program goals. Arizona identified "Essential Skills" in 11 core content areas; Kentucky and Maryland established "academic expectations" and "learner outcomes" in reading, language arts, mathematics, social studies, science, and writing. New York's draft frameworks are extensive descriptions of study areas and lists of competencies and concepts. California alone expands on the subject matter of every discipline, including detailed descriptions of the content and thinking required to apply each discipline, and strategies for teaching students with varying educational needs. In addition, California's frameworks, unlike the other state content guides, are not just statements of content standards but also include performance standards and rubrics against which students' work in each discipline can be evaluated.

The states use similarly various definitions of performance standards, and, except in California, they are not well identified with the states' curriculum frameworks. California's six performance levels for individual students' work are illustrated in the frameworks and in other supporting documents, including the annual test reports (CDE, 1993e).[12] Kentucky identifies four achievement categories for each subject on the state test--novice, apprentice, proficient, or distinguished--but the discipline-specific performance descriptions for each grade are not in the curriculum materials (KDE, 1994b). Maryland reports two performance groupings--percent of students achieving either satisfactory or excellent on MSPAP--but the performance levels students must achieve to attain these levels are defined by a standards-setting task force sponsored by the state board, and are also not explained in the currently available curriculum materials (MDE, 1993c). In Arizona, the ASAP offers teachers training in how to help students achieve the essential skills by using sample scoring rubrics and tasks modeled on test items. Districts decide target proficiency levels locally (ADE, 1993), and neither rubrics nor other performance standards are included in the Essential Skills documents.

---

[12] See examples of California's performance levels in reading/language arts, mathematics, and writing in Appendix 3.

After several years of test development, states have begun to use new tests with open-ended items--known as performance tasks or performance-based assessments--in place of multiple choice items. It typically takes at least three years for the innovative assessments to be designed and piloted, however, and several more years before assessment results are available for individual students. In 1994, Arizona, California, and Kentucky provided aggregate summary scores from their new tests for districts and schools with Chapter 1 students, but Chapter 1 data arrive after a long delay and in a format so general that the information cannot be readily used to guide instruction or program planning. In a position paper written to propose modifications in the test during its next phase of development, KIRIS authors acknowledged both the weak link between performance and content standards and the lack of instructionally useful information for individual programs. (KDE, 1994c, pp. 10-11):

> The content being assessed is not well enough defined and the relationship among the learning goals, academic expectations, the curriculum frameworks, the program of studies, course outlines, released items and performance standards is not clearly described. It makes it difficult for teachers to focus their instructional efforts and to explain to parents what content is being taught and assessed. . . . Better design and development of other reports to more adequately provide information for instructional decision-making are common requests.

Currently, the performance emphasis in Kentucky is on composite achievement-test scores of students in each school, called "threshold" scores, and, although the state is moving toward reporting individual student scores, this had not occurred by spring 1995. Maryland's satisfactory and excellent levels are based on school-by-school and district percentages of students achieving predefined standards on several indicators of academic standing and school participation (attendance, dropout, and retention rates) and Chapter 1 programs rely on traditional tests or other locally developed assessments. New York uses several multiple-choice tests and holds students accountable for achieving designated "state reference points" on Regents' examinations.

Reading/language arts, mathematics, and writing are tested by all five states, but only California, Kentucky, and Maryland examine science and social studies with open-ended items or performance tasks on their statewide tests. Arizona lets the districts decide what tests and criteria to use in measuring science and social studies. New York tests science and mathematics, but, as it experiments with new assessment strategies, it plans to continue using its multiple-choice tests until content standards are set in these fields.

Kentucky and Maryland measure performance in several content areas[13] through a limited number of extended tasks from which separate scores are derived. As a result, it is not evident without examining the test items--only samples of which are typically made public--how consistent a state's content expectations are with "national" standards. Some state officials are concerned about whether they have measured the right content or set "reasonable" standards, and whether their tests reveal how close students are to meeting national targets. They explained to us that they continually struggle with new issues, asking themselves, "What do we [learn] from the results? . . . . Did we set too high a standard or are we not yet there? What is the right compromise between the reality and the options?" [14]

A Multiyear Process of Reform

Across districts in all five states, the advent of new standards and assessments has turned out to be a slow and often unstable process, lasting from almost two to six years and changing along the way. Curriculum and test development are followed by standard setting, and each component in the system is separated by a long lag time between development and classroom use. After almost five years, the implementation of standards and assessments is still very much evolving.

The challenge of implementing California mathematics reforms is well documented (Educational Evaluation and Policy Analysis, 1990), and our interviews revealed the same implementation challenges in other content areas and in other states as well. Even with the rich professional development programs, subject matter projects, and other dissemination California has undertaken, changes in classroom practice have been piecemeal. Arizonians worked for more than six years to develop a consensus around their Essential Skills, using a process of committee work, public hearings, and district reviews. Still, according to state officials, the skills outlines "languished" until the planned reporting of results from ASAP became a reality for students and teachers.

The recent political challenges to state reforms are indicators of the fragility of the new systems. The states have taken from three to five years to move their assessments from the drawing boards through the pilot phases and into the classrooms; New York has set in place an even more

---

[13] Kentucky's performance "events" also measure achievement of standards in the arts and humanities, practical living, and vocational studies.

[14] For an extensive explanation of these and other policy and technical dilemmas of performance assessment, see Linn (1994).

gradual time line. California's and Kentucky's experiences are case studies of the challenges that new standards and assessment systems can be expected to confront; both have been required by practical and political pressures to modify their curriculum frameworks and their assessment systems as they have moved forward.

California, for example, researched and piloted its conceptual framework for CLAS over the ten years that the curriculum frameworks evolved. In addition to the continuing test development activity the state agency undertook, the legislature supported a three-year independent research initiative, the California Assessment Collaborative (CAC) (CAC, 1993, p. iv) "to amplify the voice of teachers in the development of assessments." CAC does this by sponsoring studies and trials of performance assessments in classrooms throughout the state. CAC's work sets a tone of inquiry and experimentation that contributes to statewide capacity building not only by modeling promising practices but also by warning about potential pitfalls in site-level development of alternative assessments.

California coupled its assessment with a strong, information-based accountability system. Assessment developers expected the assessment and demographic data and the information about students' classroom and at-home learning experiences would provide the direction California schools needed to plan their programs, especially for at-risk students. To date, the promise has not been fulfilled. Since the new assessment system was conceptualized in late 1989 the obstacles to its usefulness for classrooms and for Chapter 1 accountability have included its cost, the debate about its open-ended test items, and the lack of individual student reports. CLAS and other states' new assessment systems share these problems, and the lack of student-level accountability information is particularly problematic for tracking implementation of Title I. California's anticipated performance-based assessment reports were expected to have been among the first and most comprehensive in the nation. Even if the legislature eventually approves funding to modify and continue CLAS, providing student-level scores will require modifying the matrix assessment strategy and reducing the number of open-ended items that will be used.

Kentucky experienced a similarly rocky evolution of its new performance system. Kentucky wrote its original learner outcomes and the curriculum outline guiding local curriculum development within 18 months after the Kentucky Education Reform Act passed--but not without stirring controversy. Soon after the curriculum guide was distributed, a number of the teaching activities were dropped or replaced because of their controversial content. Within the year, in summer 1994, the state renamed its learner outcomes "academic expectations" and dropped the objectives that refer to "habits of mind" and "self-sufficiency"--important themes of the original reform.

KIRIS was piloted in 1991 and began in 1992 as a three-part assessment at grades 4, 8, and 12, that included a "transitional" test with multiple-choice and short-answer questions, performance tasks, and writing and mathematics portfolios. Results from the test's cognitive component were combined with noncognitive measures such as attendance and graduation rates to produce school and district scores on a 140-point accountability index. State law specifies that schools must climb on the index by 10 percent every two years to achieve a "threshold score," an improvement goal that is individually calculated for each school, but these thresholds will be shifting over time as the tests themselves are modified.

Although the KERA accountability standard of progress toward the threshold score is unchanged, modifications to the two-year-old assessment system in 1994 included refining the outcomes in response to the concerns of technical review panels and citizens' groups that were monitoring program implementation. The changes in KIRIS shifted the mathematics portfolios from grade 4 to 5, moved the high school test from grade 12 to grade 11, replaced unstable performance events in mathematics and social studies, and dropped the multiple-choice items from the total accountability score to include a writing component in the score. Final decisions on these matters were pending at the time this study was completed, but officials observed that they expected such changes to continue throughout the evolution of this and any other innovative assessment program (KDE, 1994a).

In an attempt to minimize some of the false starts other states have experienced, New York officials are proceeding more slowly. Standards and assessment development began in 1992 with a high-level task force of experts, the Curriculum and Assessment Council, appointed by the Board of Regents. By spring 1994, the council had drafted and disseminated for comments curriculum frameworks in reading/language arts, mathematics, science, and technology, and it had proposed a design for the new assessment program. Although the mathematics standards were drafted, officials acknowledged that the curriculum development committee had "not yet grappled with what the mathematics test will be," however. Committees were just beginning to tackle questions about the type of test, the content to test, and the levels of performance students are expected to achieve.

Based on the experiences of other states, New York is just beginning a lengthy and politically tumultuous process. Members of the standards development committee found between their initial deliberations and their emerging drafts that they had to rethink their time line and their direction. "We don't want people doing something so quickly and then have it out of sync with the national agenda," observed a state coordinator who is working with standards development.

Controversy over Sanctions

Legislators in Arizona, Kentucky, and Maryland sought to put "teeth" into their reforms by using accountability programs that reward success and levy sanctions on repeatedly poor performing districts and schools. The proposed sanctions are much-discussed--especially in schools--but procedures for levying sanctions after an adequate period of supportive assistance have not yet been put in place. The fairness of sanctions is hotly debated among practitioners, especially in light of the instability of the new tests (Linn, 1994), and state administrators insist sanctions will be imposed only after a period of self-assessment and opportunities for school improvement assisted by state, local, and outside consultants. A Kentucky state supervisor considers her own team as susceptible to sanctions as are the schools, but still she concentrates on the supportive intent of setting thresholds:

> Teachers need to learn, 'if our school isn't meeting the threshold, we need some help.' Failing to meet the threshold means 'We're going to get some help.' We're all in this together.

Teachers, by contrast, typically feel they have limited control over the outcome of tests, and many consider themselves at the mercy of a public that is disregarding their efforts to improve. They know they are under pressure to achieve, but they worry that they will not have the time to develop the new skills they require to adequately serve their students. One teacher observed: "If we hadn't had the sanctions, we would be putting the innovations into place with more training behind us." A Kentucky teacher echoed this concern about her lack of preparation:

> We're accountable for test performance, but I don't feel comfortable enough with what I am doing in my classroom to be tested. I'd like to test my own developed ability before the state comes in with sanctions on my students. I am still learning, and I'm going to be held accountable? . . . Even the test developers are learning about the testing. I should not be held accountable as the state is developing the test.

Accountability and assessment are central reform themes in all the states we studied, but only Arizona, Kentucky, and Maryland propose to levy sanctions on schools that repeatedly show poor performances. Even in those high-stakes environments, however, the standards are based on composite scores students attain on tested components of the curriculum. Arizona, Kentucky, and Maryland schools know the average scores their students must attain, but those scores do not translate into what it means for individual students to work at "proficient" or "excellent" levels.

In states or districts with many limited-English speaking students, some teachers are especially disillusioned by sanctions associated with assessment outcomes. Arizona teachers complain about

several barriers interfering with students' success on the ASAPs. Some native Spanish speakers maintain that the tests are not written in proper Spanish but are translated from English without attention to the different underlying language structures. Others argue that the tests deal with topics unfamiliar to students; for example, one teacher asked: "What do reservation kids know about consumer issues?" and another explained, "We studied armadillos, but the ASAPs went on and on about javalinas." On the other hand, a more upbeat principal in a Kentucky school district is undisturbed by the threat of sanctions that may befall her school, remarking, "We may never make the [state's] goals, we may be in sanctions. But there is a lot more to us than those gains."

Accountability standards currently proposed for schools and districts are broader than results on a single test; they typically have several components. In Arizona, for example, along with the achievement on the new performance-based tests, state and local report cards generally give the results of traditional test programs, which are continuing. Although testing is not conducted in every grade or subject, most students--including many with disabilities or limited English proficiency--are tested, but only on a sample of performance tasks in multiple subjects within a sample of grades. Added data elements on the report card include attendance, dropout, and graduation rates, mobility rates, special programs participation, and demographic disaggregation of test scores, among other data. The sample state accountability reports in Appendix 3 show that the other states include the same range and variability of outcome measures, but each state assesses the variables and reports them quite differently.

Even with these wide-ranging measurement points, many district administrators, principals, and schools concentrate their critique of their state's reform on the tests that evaluate schools and students, not on the overall school improvement process. A principal expressed his concern this way:

> [This is still] a factory model . . . based on flawed assumptions about both the goals and processes of learning. Learning is not incremental; the goals will never be fixed. You condemn a school based on a single number that mixes cognitive and noncognitive data . . . the real examination of children's progress is to look at both normative and criteria-based data.

Despite the anxiety of school-site personnel over sanctions, state officials prefer to emphasize the supportive intent of the standards, not the punitive aspects. Arizona reminds educators that:

> The ASAP is a model for teaching and learning . . . the goal . . . is to help all students achieve at high levels. The combination of high standards and an assessment system to measure them provides powerful new tools to teachers and educators to change and improve the quality of instruction for all Arizona students (ASDE, 1994, pp. 2-3).

Maryland makes a similar claim. According to documents the state distributes, the accountability process "offers a road map for moving a plan from conception through implementation to continual renewal" (MSDE, 1991, p. D-1). A Maryland state official sees that the goal is to change "classroom by classroom, school by school, kid by kid," and assures skeptics that:

> The MSPAP is only one piece of information. [Together, all the information] takes the burden off one school. We are looking at the whole school to look at how kids progress, and [we] bring the data all together to make an informed decision.

Using New Assessments in Chapter 1

Because state assessment systems are continuing to evolve, their use in Title I evaluation and student selection creates a number of practical stumbling blocks. In addition to the gradual process of test development and the time it takes to stabilize the tests and test reports, the most innovative, performance-based assessments are planned for only a few grade levels and thus cannot be the basis for selecting students for targeted programs at other grade levels. As a result, conventional assessments continue to be administered in Arizona, Maryland, and New York, both for student selection, diagnoses of learning needs, and evaluation; California and Kentucky state offices do not administer traditional tests, but many of their LEAs do.

Moreover, the inconsistency in the standards and differences across curriculums and assessments make it unclear how much overlap there is in achievement expectations among the states. Because test items are not public, content or item/task difficulty cannot be compared, so there is no way of knowing how much commonality there is in states' expectations for what students should "know and be able to do." Even where there is considerable press for accountability--especially in Arizona, Kentucky, and Maryland--states set standards and test in similar content areas, but each state selects its own unique content benchmarks. The result is that performance assessments do not produce even the rough comparisons and progress markers that traditional standardized tests made available for Chapter 1 evaluations. Anticipating the lack of comparability in performance tests, a practical superintendent was prepared to strike this balance between the new assessments and traditional ones:

> There is no question about [the importance of] using portfolios and performance assessment, but I'm not prepared to go to the board without a proposal that includes a nationally normed test. Some aspects of kids' assessments could therefore be partly performance and partly portfolio.

Continuing some elements of traditional assessment systems is one solution all the states except California use to gauge progress against a cross-state benchmark. Arizona and Maryland administer nationally normed, multiple-choice tests to a sample of students each year; New York's existing testing system is the foundation of its accountability structure; and Kentucky embeds multiple-choice items into its performance assessment system to provide a national benchmark. Until 1994, all states except Kentucky used traditional normed-referenced tests for Chapter 1 evaluations.[15]

Using traditional tests during the transition to new assessments is comforting to some, but others believe it sends mixed signals. Both a Kentucky coordinator and a principal separately volunteered that they doubted whether teachers or parents would ever be satisfied without some reference to traditional test scores: "People want to know where their kids stand against a norm," the coordinator argued. Partially in response to this kind of concern, the state accountability office has sought ways of creating percentile scores or a proxy for student standing on KIRIS (KDE, 1994c). Still, state assessment directors are working hard to make the transformation to a new system complete as soon as possible.

Finally, the continuing changes occurring in the new testing systems slow the already long time lines for test implementation. The hold on funds to support CLAS is a major setback for Title I educators in California who regarded CLAS as a coordinated assessment system consistent with the curriculum frameworks. At the end of 1994, Chapter 1 coordinators and teachers waited with interest, but with uncertainty, to learn what assessment resources would be available to them in forthcoming years. The leaders insist on sustaining well-established accountability expectations and on keeping the focus on individual students. Concerned that the most disadvantaged students--especially the highly mobile and non-English speaking students who are hardest to track--do not "fall through the cracks," state and district Title I coordinators are seeking ways to maintain individual student accountability during this period of transition to new testing systems:

> It's a major mistake if you don't have a provision for tracking individual students. You need to take accountability down to the kid to make sure that services actually go to the kids . . . accountability protects kids, and it also drives attention to what's important. . . . It goes to the heart of everything we do.

---

[15] In 1994, the Department of Education granted Kentucky a waiver to translate the multiple choice component of KIRIS into normal curve equivalents for the purposes of Chapter 1 evaluation (LeTendre, 1993; Marsh, 1993).

A Dearth of Instructionally Useful Information from State Tests

Because the state performance-based tests are new and time consuming to score and report, teachers, principals, and Chapter 1 directors have received little information about them to guide Chapter 1 instruction or program planning. Although all these states have been developing some form of their performance assessments since before 1990, it took until 1992 for Maryland and Kentucky to establish a baseline assessment year; Arizona and California established 1993 as the baseline year. The test data schools receive are typically six months to one year old and not in an instructionally relevant format. None of the state, district, or school Chapter 1 coordinators we talked with has been able to apply performance assessment data to program planning, so they continue to use item analyses they receive from traditional standardized tests and, occasionally, from writing samples. They refer queries about assessment results to assessment departments whose staff are so busy with development and implementation that they are rarely able to provide detail about Chapter 1 students or programs, except to meet the requirements of mandated federal reporting.

Data reports can be obtained from performance assessments, often in draft form, from state or district offices, but the information is either too general for instructional use or too specific and extensive to be understood by users without special training. "We gather all this data," explained a Chapter 1 leader, shaking his head ruefully, but "assessment is very complicated. . . . The challenge is using the resources provided by the test, the data gathering process. They gather all this data, but it is very difficult to find the time to learn to use it." This theme was echoed within each state's Chapter 1 office, among local Chapter 1 coordinators, and by teachers. However, the problem is not insurmountable. Assessment divisions are responding by hiring new staff, providing increasing training, and creating public information materials for numerous audiences. But the investment of time and dollars repeatedly outstrips even the most costly predictions of program planners.

Chapter 1 leaders are cautious about abruptly changing accountability standards or practices, concerned about the vacuum created when there are no common, well-defined evaluation standards. Some long-time Chapter 1 practitioners fear that the future Title I focus on categories of students--ethnic groups, SES levels, or students with special education needs--rather than on individuals will diffuse attention away from the most disadvantaged children. One state coordinator spoke strongly about maintaining the existing arrangements for accountability in Chapter 1 until new, proven methods are found. In this coordinator's experience, individual student accountability is the only way to ensure that the services actually go where they are most needed:

> Lots of principals want to make scores look good. . . . It's easy to design a program that would work with kids who do not need services the most . . . . We're not dealing with a

perfect world. People will see government as an opportunity to take the money and run. You've got to deal with the real world.

In this coordinator's view, accountability protects students by keeping their needs at the forefront of the system's attention. Without that attention, this administrator contends, it will be easy to avoid teaching the students who are most difficult to serve.

Curriculum Frameworks and Curriculum

Formats and Purposes of Frameworks Vary

Except in California, comprehensive curriculum frameworks reflecting content standards and modeling teaching practice are not available in 1994. All states have disseminated various guidance documents that outline achievement expectations, but the documents are inconsistent in depth and breadth. Curriculum frameworks are in draft form in Maryland and New York, and difficult to obtain. Arizona's 11 different "Essential Skills" booklets include limited information about pedagogy. Kentucky's framework is a 250-page, flexible loose-leaf notebook of instructional tasks that districts may use in developing their own local curriculum frameworks. The notebook is highly praised by teachers who consider it very "practical; it gives me something I can use tomorrow." Outside reviewers have criticized it, however, charging that its size is "overwhelming" and that it lacks an overall conceptual construct to guide its use. Thus, curriculum documents greatly vary in format, purpose, and standard, and, despite their substantive depth, they must endure close scrutiny by competing political, social, and educational interests. Furthermore, obtaining the consensus needed for state adoption means the curriculum writing process takes far longer to complete than teachers can wait before needing them to meet accountability standards.

After curriculum guidelines are written they are unevenly used, at least until some inducement like a high-stakes test is introduced, as in Arizona, Kentucky, and Maryland. Furthermore, the documents are not quality standards; they do not have the content richness of the Mathematics Curriculum and Evaluation Standards by National Council of Teachers of Mathematics or the California frameworks. Few state curriculum guides are philosophically and instructionally grounded. Instead, they are brief, practical resources that give classroom teachers, principals, and staff developers "tricks of the trade" for preparing students to learn problem solving in the content areas of the new assessments.

Furthermore, in their current form, most curriculums are incomplete. Their limited suggestions, without pedagogical context, minimize the quality of content that all but the very best trained teachers can offer. They are samples of content, pedagogy, and standards, not integrated discussions, and examples and models of practice are limited. Those teachers new to the teaching promoted by these curriculum frameworks and learner outcomes are left to their own devices for learning how to use the new content materials, with periodic participation in evening or weekend staff development supplements. The challenge of putting flesh on the bones of the curriculum frameworks falls to district-level curriculum committees where writing is slow and expertise is limited. A

concerned New York associate state superintendent responsible for training districts to implement reform is alarmed by the lack of knowledgeable curriculum expertise in schools and districts:

> A real challenge for changing the quality of teaching and learning is the lack of curriculum experts within districts and schools. We're finding these 90-day wonders can't offer the curriculum content. We'll have some problems getting the content and we are working on meeting that need.

California Frameworks Are Unique

Only California has instituted a lengthy, field-tested curriculum development process that includes awareness building, needs assessment, planning, resource selection, and four or five years of implementation. As a result, state curriculum frameworks are central to Chapter 1 program planning in Hayward and Long Beach. "Curriculum frameworks are like the Bible," a Hayward administrator reported. "We order frameworks for all staff," including, in addition to teachers, curriculum council representatives, librarians, and high school department heads, who also routinely participate in framework-based in-service programs. Administrators and many teachers we spoke with are proponents of the frameworks. The frameworks appear to structure teachers' practice even when they do not acknowledge the frameworks as their key resource. We learned from our observations that teaching changed as a result of a combination of interlocking resources, of which the frameworks are but one important piece; just as significant were time, the added training, and the collaboration teachers experienced over the many years since the first frameworks were available.

If California's experience can be considered a model, it takes almost ten years from start to finish for a curriculum change to evolve, and it takes still more time and initiative to see a new curriculum used in classrooms. The early 1980s paved the way intellectually for new concepts, philosophies, and methods. It took two to three years for committees to convene and develop documents, and then to disseminate them for proposed revisions. Several years later, the curriculum was being disseminated widely but still used unevenly. Within eight years, the curriculums are ready for a new revision and the process brings about more conceptual changes.

Frameworks and Chapter 1

To the extent that districts have embraced the new frameworks and are using them to redesign the local curriculum, Chapter 1 students also benefit from the revised content outlines. However, many teachers of Chapter 1 students hold on to traditional reading and mathematics teaching

practices; it will take time for many of them to adopt more active teaching methods and use practical teaching strategies that national professional groups recommend. Curriculum frameworks, even supported by routine staff development, do not dislodge old assumptions about teaching and content. Administrators and lead teachers lament that teachers do not know how to adapt to the new responsibilities required of them in today's schools, and their skills as curriculum developers are weak. "My teachers don't know how to make tests; they don't know how to write curriculum; teachers need assistance," a principal explained. Redefining curriculums and packaging them attractively is only the first step toward altering what teachers teach. Teachers of Title I students require the same retraining and time to practice as other teachers who are relearning to teach with quite different tools and toward new expectations.

Capacity Building

New Challenges to State and Local Agencies

Preparing to teach new, high-standard curriculums to an increasingly diverse student population places very different demands on educators and on systems. Until recently, retooling professional educators was the responsibility of the individual professional who was looking for advancement. Today, it is clear the systemically integrated school must continually re-educate its entire staff.

States and LEAs are planning various approaches to extending their organizational and technical expertise--building their capacity--to implement reform. Schools and districts adopt new mechanisms for staff development to strengthen their available talent pool: mentors, networks, collaborations, institutes, and teaching partnerships. The difficulties are great, as education agencies try to deliver many kinds of help more effectively and teachers begin what will be, at best, a lengthy learning process. State administrators are well aware that teachers need to revise their teaching to meet the requirements of their reforms. As one explained, these are not "add-on" programs:

> Teachers need to change their whole teaching approach. It is not good enough that students give us the right answer. Teachers were not taught to teach with the whole answer and its understanding in mind . . . . Teachers have had a hard time grabbing on to the concepts . . [They] need to ask what [more] they need to do and how [well] they are doing. It's going to take a lot of time.

State and local Chapter 1 officials find themselves offering "hand holding and support, along with vision to districts and schools, not just to Chapter 1 programs." Teachers maintain that before the new assessment systems and the reforms were in place "we knew what we needed to do, and we were successful; [now] we don't understand" the expectations or the new processes. It takes new approaches to overcome teachers' uncertainty about what is additionally expected of them. To meet the demand, Maryland is planning a video-based instructional system to distribute with its outcomes documents; school improvement teams are assigned to specific schools to help teachers learn to use available data to reframe programs. Arizona and Kentucky work with districts to help write curriculums locally, and, as resources and staff are available, they develop state-level curriculum supplements.

New York's state agency is organizing interdepartmental teams to assist districts, but this is a struggle--learning to "walk and talk" the same strategy. The reorganization has thrown confusion into the system. Although the philosophy of support has been adopted by the department, the decentralization duplicates effort and leaves districts and schools unsure of where to find the specialized assistance they need. Top staff in the state department acknowledge this Achilles' heel of reform. The field service teams are not working, argued a state leader: "They are not working because they don't have the skills on the team--we don't have the content people we need," even with the extensive training and preparation the state tries to offer.

In California capacity building became the centerpiece of reform beginning in the mid-1980s with the state's investment in high-quality curriculum frameworks and extensive dissemination. The state seeks consensus around framework-based instruction and develops teachers' ability to use the frameworks in classrooms through a highly public development process and a multi-tiered dissemination strategy. The frameworks have been developed over the past ten years by committees staffed by California's and national subject matter experts, including scholars, teachers, and curriculum specialists (Guthrie et al., 1993), and Chapter 1 has participated in development. Before adoption, draft frameworks are distributed publicly and tested in classrooms serving Chapter 1 students. Public reactions and practitioners' recommendations--including those of Chapter 1 parents--are incorporated into each final edition of the frameworks.

In Arizona, California, and Kentucky, state and local Chapter 1 specialists, chosen for their prior accomplishments initiating and maintaining local improvement efforts, conduct staff development for entire schools and districts. Chapter 1 in all three states carefully coordinates its continuing professional development with the goals and tools of the states' reforms. On-site training introduces local educators to processes for developing students' reading, writing, and mathematics abilities with integrated and thematic instruction, higher-order thinking, and applied skill and

knowledge development. In Arizona, because no new state funds were available to schools and districts for learning to use the Essential Skills documents in preparation for the ASAP, Chapter 1's willingness to offer staff development workshops on instructional assessment was welcome. California Chapter 1 hosts regional institutes and funds local educators to attend staff development activities associated with frameworks implementation and other statewide reforms. Kentucky Chapter 1 teachers lead local and regional professional courses for which all teachers can earn credit toward salary advancement.

Relearning in Districts and Schools

Curriculum-based staff development that uses the frameworks and engages all players in the schools, from new teachers through seasoned principals, builds capacity for using curriculum and assessment innovations. "We're always gearing our staff for staff development; they don't have a chance to get bored," a principal of a Chapter 1 school told interviewers. In one school district, Chapter 1 teachers have eight planning days a year and 50-minute preparation periods each day scheduled simultaneously so that staffs can work together. Other districts make similar arrangements for collaborative practitioner-led capacity building that unite Chapter and regular education staff. We visited schools whose principals and teachers independently seek the resources they need to pay for staff development, often piecing together several external funding sources and business partnerships with Chapter 1 funds to ensure their entire staff have the same training opportunities.

The schools and districts included in this study reach broadly for resources, and they first turn for help to their most talented staff members. They also call on these capacity building resources:

- Federally funded Technical Assistance Centers, Rural Technical Assistance Centers, and regional educational laboratories. The selection of a particular source of assistance depends on geographic proximity and the relationships that have developed over time.
- State-funded regional centers through which reform activities are disseminated
- Nearby universities that develop programs, lend assistance, and offer teacher education
- Internal research offices that provide and interpret data for needs assessment, planning, and accountability. Some of these offices are large enough to conduct studies to determine effective programs or strategies for their community.

Teachers use widely varying teaching styles in the schools we visited, and reform initiatives will further expand the range before narrowing it. New curriculums without adequate retraining, mentoring, and in-classroom critiques will change practice unevenly, if at all. Sometimes Chapter 1 teachers are "sold" on an approach, but they cannot persuade the regular classroom teachers to adopt the innovations. The result is a cacophony of strategies for organizing teaching and using some of the popular approaches promoted for teaching students at risk, such as cooperative learning, hands-on learning, writing- and language-based cross-disciplinary learning, culturally responsive activities, and alternative assessment. Some teachers applaud the emphasis on problem- and student-centered teaching; others are dubious or do not accept the changes as appropriate. Even some of those who espouse reform principles in meetings or in faculty room discussions continue to rely on conventional instruction in their own classrooms.

Without the impetus of a coordinated school or district initiative, change in the practices of most teachers continue to occur slowly. Although the districts' innovations reflect the concepts and ideals of national standards, they are generally program focused, not specific to the state or local curriculum framework. Reading Recovery, Early Literacy Inservice Courses, manipulative-based mathematics--among the more popular teacher development programs--have their own preferred curriculums and instructional outlines. The staff developers teach from those texts and rarely, if at all, reference the state or national curriculum resources. Finally, connecting standards, local programs, and innovations takes time. In two districts in different states, the comprehensive literature-based programs they adopted will take several years to be fully incorporated into classrooms. By that time, natural attrition and new trends will require additional retraining.

In many of the sites we visited, Chapter 1 teachers are the innovators and experts who are leading change. However, there are also many other sites whose Chapter 1 teachers are not so well prepared or so highly regarded. Most teachers have attended numerous workshops on learning styles, whole-language instruction, and using manipulatives to ground mathematics learning, but their instruction did not give them the time to develop personal knowledge of the theory or the principles nor to accept the concepts as their own. District leaders serving small towns and rural communities find few specialists available to make a sufficiently intensive commitment; they need experts who can stay on site in remote schools and communities and offer the practical teaching expertise and content knowledge teachers need to interpret some of the strategies recommended for Title I students. A number of state and local supervisors noted that the significant challenge is to "bridge the gap in content knowledge partly caused by lack of continuing education [among teachers] and partly by the absence of content specialists."

Without more time to grapple with the practicalities of new ways of working, many local leaders and teachers are using new buzzwords but not necessarily making changes. Indeed, the popular slogans of reform may simultaneously mask dissent (Who would publicly disagree with the proposition that "all children can learn?") while deepening the discouragement or skepticism of teachers who believe their own experience contradicts the slogans. Seeing the distance between today's performance and the reform goals causes cognitive dissonance for teachers of the most at-risk students. When we probed the concepts behind standards with many teachers, they shifted the discussion to more concrete, immediate, and incremental goals--progressing to the next book, passing a quiz, or achieving the state's minimum standard on a competency test; bringing mothers or fathers into the school; helping students negotiate around the violence in the streets or at home.

Chapter 1 Teacher Leaders

Although it is clear that capacity building has a long way to go, there are districts where Chapter 1 stands out as a vital resource. State Chapter 1 directors encourage districts to use Chapter 1 to stimulate innovation. Some Chapter 1 schools routinely experiment with innovations and readily adopt research-based pilot programs. A district staff development director who relies on the professional leadership of his Chapter 1 personnel says: "We pick the best for Chapter 1." Becoming a Chapter 1 teacher means teaching to small groups of students, serving as a mentor and professional advisor to colleagues, and attending or conducting professional development on leading reform efforts. Resources are readily available, and they are often the newest and best in the school. In a comment typical of these districts, a central-office staff member observed:

> [Chapter 1] teachers are respected for their hard work. They are a collegial group. Resources and materials are plentiful. Staff development occurs regularly, and it is state of the art. The program has the autonomy to seek and find the most informed, supportive strategies to address the changing educational and learning needs of children.

One district we visited, Niagara, allocated sizeable district and Chapter 1 resources behind curriculum and assessment development while simultaneously retraining its entire staff--central-office personnel and school principals, as well as teachers--to change the style of teaching across the grades. Niagara has adopted a cyclical curriculum-development process that will gradually move schools into language-based and interdisciplinary teaching in all content areas. Curriculum revision in Niagara is accompanied by districtwide investment in comprehensive staff retraining based on a new cognitively based process for teaching in all subjects and grades (Turbill, Butler, Cambourne, & Langton, 1993). Chapter 1 lead teachers direct an in-depth course of studies for both faculty and administrators, teaching them to capitalize on children's natural language and thinking abilities throughout the school

day. Coordinated with the training is a districtwide plan to shift its reading and language arts instruction entirely to a literature-focused program that relies on student writing and libraries of tradebooks in every classroom.

Such a comprehensive capacity building effort is the goal in most of the districts we visited, and most have within-district teacher development programs that are taught by Chapter 1 teachers or by those with prior Chapter 1 experience. The programs offer in-service events and within-class modeling. Chapter 1 supervision focuses more on teaching and learning than on regulatory compliance. An example is the Chapter 1 program in Fayette County, Kentucky, that is closely monitored by three teaching specialists. They visit every Chapter 1 teacher each month, review their work with students, and conduct monthly meetings that feature training components contributed by teachers using new or particularly successful techniques.

Site-Based Management and Community Involvement

Site-based management (SBM) has been widely used in California for many years; Arizona and Maryland encourage community involvement, business partnerships, and school-based planning--especially to design local school improvements in schools with large numbers of students at risk. Maryland provides "Challenge Grants" that give school-controlled resources to low-performing schools to convene community-based school improvement teams (SITs) and to develop school improvement plans. At the end of its second year, the jury is still out on the success of this process, however. Although all the states in this study invest in strategies that encourage local control over educational decisions and, sometimes, over budgets, SBM is not the reform priority for all schools in California, Arizona, and Maryland that it is in Kentucky and New York.

In Kentucky and New York, SBM is an explicit legislative priority. In both states, SBM was incorporated into the legislation authorizing other education reforms, and the strategy was to be in place in all schools by 1994. Kentucky's commitment to school-based decision making is backed by a new division within the state agency whose staff are experienced community organizers and group process trainers who enthusiastically encourage the initiatives of school councils. A top Kentucky official summarized the state's position:

> The accomplishment is to get people focused on strategies and planning that attend to where students are. We are tempted to over-regulate. Lots of uncertain issues are raised. What is done when councils want to do something different from the rules, which happens all the time? I am cautious about judging the decisions of school

> councils. Let's give them latitude . . . training is really key. [If we] don't narrow the roads they can travel, they will make very good decisions.

Niagara's superintendent, determined to steer all his schools successfully through SBM, shared the same concern. He and his management team seek to provide enough guidance so that the teams do not fail but that there is not so much direction that the process becomes "top down." There are two pitfalls he tries to avoid--"over steering and over restricting." He fully expects the process will be cumbersome and require substantial backing from management; nevertheless, solutions must be local, he insists. "There's nothing wrong with problems," the superintendent observed, "it is how you handle them . . . [and] some people need to learn the hard way."

New York's NCL is backed by two legislated initiatives attempting to push the process of change from the state into the school community: school-based planning and shared decision making (SBP/SDM), and revised procedures for schools and districts to seek and obtain variances from existing elementary and secondary school requirements. The philosophic commitment behind New York's Compact is to call on advocacy groups and community representatives to rethink and redefine what schools will become. According to Commissioner Thomas Sobol (1993, p. 6), "there cannot be local initiative unless all the players are collaboratively and significantly involved." As a result, the NCL agenda specifies responsibilities for state agencies, students, parents, teachers, support staff, principals, superintendents, school boards, school districts, the community, higher education, and the state's cultural institutions. It places representatives of these groups on committees that will revise state and local policies to bring them in line with the goals of NCL.

Both Kentucky and New York have focused on a strategy of information dissemination and consensus building to promote aggressive changes statewide. Both visions rest on the assumption that all children are natural learners, and they expect that schools and their communities--not the state agencies--will bring about change. A top New York state administrator who goes into troubled districts to mediate and smooth disputes associated with implementing the NCL reform sees the challenge this way:

> This reform goes to the entire society . . . nothing stands alone; no effort is a single effort; it is always a group of people. Parents and the wider community are inextricable parts of this endeavor. We say we cannot do it without you, the community. The concept of the village educating the child is very much what the commissioner envisions.

The same trouble shooter describes his work as "educational espionage," explaining, "I teach parents to ask for the [evaluation] and audit reports, study them, and learn what makes districts tick financially." These resources, he maintains, are the tools parents and communities have to help the

schools implement on behalf of their children. In his view, when the state's two task forces--the Curriculum and Assessment Council and the Parent Partnership Advisory Council--finish their work, they will shift the current balance of policy planning power from the state to local districts and schools. One of his colleagues is more cautious about the uncertainties that lie ahead, however: "We are still playing with a group of theories," he reflected bluntly. "We don't know in today's economic milieu how to get the community to come together around schools."

Uneven Results of Site-based Management

In New York City's CSD1, we found a district that has been implementing SBM for several years and has integrated schoolwide Chapter 1 programs into the process. Schools are autonomous, with each one defining its own agenda. In one, we saw very different sides of the SBM experience. A committed parent told us that after years of frustration with the school, she learned to work with the site's planning team. She now proudly reports that "everything we do is through consensus. When it started, we got resistance. I said, 'We can do it'. It took time, but people came along." A 30-year veteran in the school agreed that site management has had beneficial effects, reporting: "SBM has certainly unified us. Everyone is committed to the whole." In the same school, however, others report that the price of the process is uncertainty. The team leader of a school within the school, an executive on a multiyear loan from one of the school's business partners, explained: "It's not so much a school as it is a search for a solution."

In fact, SBM was among the issues that eventually lost the board's support of the superintendent in this district. The teachers' union was never satisfied with the membership the board proposed for site-based school planning committees and challenged the district's implementation of the SBM regulation. In the end, the debate over factional control of SBM by particular political, racial, and religious groups within the district caused the superintendent to lose his contract with the board.

Although New York provides our most dramatic evidence of the workings of SBM and community involvement, we found examples in other states as well. In some California schools, the inexperience of parents as educational planners was evident: bringing them into the picture without appropriate team building or skill development led to frustration for all concerned. In Kentucky, parents on the school site council for one school were leaning toward changing the staffing of the Chapter 1 program, replacing certified teachers with paraprofessionals in an effort to serve more students. These experiences illustrate the pitfalls of a commitment to broadening the base for decision making.

Local Context for Implementing Systemic Reforms

Across the board, the coordination of Chapter 1 and state reforms has proven to depend on important features of the local context, especially stability of leadership, available resources, and collaborations stemming the deteriorating social conditions that are part of many poor children's daily lives. Where Chapter 1 had been integrated with other state and local changes, there were strong leadership and staff continuity for many years--as much as a decade or more. The changes we have described are not systemic until they are rooted deeply in a system's organizational and management structure. Even with the emphasis on structural elements like curriculums and assessments, change is not systemic if it merely carries the banners and rides the bandwagons of its leading articulators. Reforms that are the product of new administrations or that are generated from the top of the organization--at the behest of a new state or federal mandate, school board, or superintendent--are vulnerable to shifting political winds threatening to topple them.

The dramatic effect of a leader-driven reform was the rapid departure of the energetic reform leader in New York's CSD1. When the interviews for this study were organized, reform in CSD1 appeared to have a well-developed and solid foundation, with an investment in capacity building and site-based planning and management. Site visitors learned about "new" schools flourishing throughout the district with strong signs of cognitively based, active teaching and learning. We saw minutes of SBM meetings and talked with enthusiastic parents and teachers. At a school board meeting held the evening after we completed our interviews, however, the superintendent's contract was not renewed. Two months later, principals carried on their site-based visions, but we were unable to find top leaders responsible for the system-based curriculum and organizational reforms. Even the Chapter 1 coordinator--who had been in the district longer than the superintendent and believed deeply in the initiatives--had moved on to a similar position in a nearby district.

At the same time that state sponsorship supports the development phases of systemic reforms, we found that state agencies are weighted down by both human and material resource limitations that fiscal crises place on them. Priority program components compete for limited resources, talent is spread thin, yet all components are necessary to sustain the progress initiated. State and local leaders doubt that the fiscal support for schools is strong enough to continue what has begun. Even within the leading reform states, when local leaders speak candidly, they are concerned most about finding and keeping the resources and the levels of personal energy reform requires. They look to new flexibilities built into the new Title I as one source of support, but they are also concerned that other expectations--targeting of resources, new expectations for student performance, changes in teaching--will reduce their anticipated independence.

By many standards, the communities we studied have successfully kept pace with the evolution of education practice, and they have established records of achievement. Nevertheless, district leaders are sobered by how difficult it continues to be to adequately serve poor and minority students. Although many applaud new, higher expectations for students, they know that standards setting will not change the capacity of systems to serve the hard-to-reach students. We were told: "The issue is not world-class standards. Kids know there are no jobs. We're playing around. We need to show kids the relationship between jobs and the work that they will do."

Staff stability and expertise are not always strong enough to halt a downward spiral of social change; the schools serving the largest proportions of students in poverty face new challenges routinely, and conditions often worsen before they improve. Communities and schools are increasingly poor, as are students' families; health needs are more complex than they have ever been; and children are threatened by physical danger, either from violence on the street or at home. Schools are serving larger numbers of students with little or no proficiency in English. Too many students' families move frequently and, at times, are homeless. A successful Chapter 1 principal with a long history of accomplishment with students at risk lamented, "This is no day in the park." He and his staff--reflecting the concerns of many with whom we spoke--often feel overcome by the odds against their students. Their best continuing efforts routinely fall short of the goals they set. His words were echoed wherever we went.

In summary, our examination of the local context for linking Chapter 1 with other systemic school improvements indicated that reforms are taking hold in small pockets and benefiting from the imaginative combinations of resources local leaders successfully muster. They involve these predictable but fundamental features:

- Widespread ownership of change coupled with institutional arrangements that nurture local initiatives through hard times as well as good ones
- Building reforms on a foundation of research and demonstrated past successes, especially on studies of successful strategies for serving disadvantaged students
- Emphasis on a few core strategies, connected with clear goals, time lines, and feedback cycles, and the time for reforms to take hold
- Coordinating all programs for disadvantaged students--whether through targeted or schoolwide approaches--so that they benefit from new standards, curriculums, assessments, and accountability reporting
- Stabilizing the organizational and management structures at all organizational levels, from the superintendent's office to schools, classrooms, and communities

- Flexibility for adapting reforms to the histories and contexts of the communities, schools, and districts they serve

V. Insights for Title I Implementation

Title I policy under the reauthorized Elementary and Secondary Education Act will help frame the practices of schools and districts during a period of transition. The new law addresses the policy concern that Chapter 1 requirements may have inadvertently lowered the academic expectations for participating students and diminished their access to a challenging curriculum. In place of the old requirements are new ones, designed to encourage arrangements that give disadvantaged children the benefits of new standards, assessments, curriculum frameworks, and professional development within the overall framework of the plans that most states will carry out under Goals 2000. Nevertheless, much work remains to be done in translating this Title I legal framework into useful guidance for districts and schools undergoing the transition that we observed in these sites, where relatively new state policies are shaping educational services. In this section, we identify implications of our findings for federal policy.

The experiences of these sites, which show exceptional commitment to reform, can offer insights for federal policy if we are clear about what they do and do not typify. First, it is important to repeat that these districts and schools have not had to be prodded into action by mandates from above; leaders in these districts often view new mandates as opportunities to move ahead more vigorously with their existing agendas for improvement. Therefore, this study can offer no insight into the effects of mandates on districts and schools reluctant to change their ways.

On the other hand, these sites--probably representing a best-case scenario for reform and the integration of Title I into reform--permit us to draw inferences about what may happen as the implementation of Goals 2000 and Title I proceeds. The experiences of these sites do provide a window into the slow evolution of change, the confusion it often brings, and the policies that can help. We begin our list of conclusions, accordingly, with the caution that policy makers should not assume too much about the progress of announced reforms:

- Change takes time. The fact that this is a cliche does not make it untrue or unimportant, especially where the need for change competes with the need for stability. Policy makers should not expect change to occur quickly and should not judge the effects of reform too early.

- Reformers should look for every opportunity to emphasize continuity with existing professional and policy movements. In these sites, the cumulative effects of many years of innovation in Chapter 1 were evident in the classrooms. Reformers who trumpet a clean break with yesterday's ideas are depriving teachers and administrators of the opportunity to build on their professional accomplishments.

The transition to new forms of assessment poses opportunities and problems. In the sites we visited, student assessment is a high-visibility arena for reform--and, therefore, a focal point for confusion. Standards and measurement approaches are hotly disputed and likely to remain so for years to come; and even new assessments only partially measure states' ambitious new standards. Chapter 1 has successfully developed an accountability orientation among many of its professional staff. Teachers applaud the shift away from irrelevant, traditional tests to assessments that will better serve Chapter 1 students, but managers want to retain clear progress markers and accountability requirements. The slow development and application of new assessment instruments and their ambiguous linkage to either content or performance standards have left those who serve Title I students to fall back on traditional tests to meet accountability expectations. Teachers view with alarm the prospect of being held accountable for new assessments that they do not understand. The mixed signals are harmful, and policy makers should work to reconcile them.

- To alleviate some of the confusion, Title I will have to offer clear requirements for accountability; to accommodate rapid change in the state of the assessment art, it will have to offer flexibility

- The new assessment methods hold great promise, but during a period of transition, they will need to be complemented by some traditional strategies for student selection and program planning until the new assessments are piloted and proven effective

- In the transition period, there is a tremendous need for funding to support the development of new instruments and to bolster local capacity in using them; policy makers will have to determine the ground rules by which Title I can legitimately fund development and assistance in this area without providing general aid to state and local education agencies

- To maximize the usefulness of new assessment systems, technical assistance in interpreting and using test results is greatly needed; teachers also need substantively sound resource materials with new curriculums and teaching practices if they are to capitalize on the broader range of assessment results becoming available for Title I students

Curriculum and capacity building, like assessment, reflect uneven and halting progress in these districts because moving the entire school program forward in a way that benefits low-achieving students is no small challenge. Title I represents a potentially significant resource in meeting the challenge, especially because Title I staff members are often local professional leaders who have much to offer their colleagues. Curriculum development is an area where there are too few experts, especially in schools serving disadvantaged students, either to guide curriculum writing or to interpret new curriculum concepts to those teaching at-risk youth. And even districts such as these--with histories of leadership in reform--experience a tremendous need for capacity building connected to the

central themes of reform. The creative use of multiple resources for professional development, while admirable in many ways, can leave teachers with a collection of new slogans from several packaged instructional programs rather than what they need more, which is depth of skill and understanding. The reauthorized Title I provides a mandate to build constructively on the local professional leadership that the program already supports.

- To help address the kinds of needs we observed in these sites, policy makers and program managers could establish a more explicit role for the Title I program in developing standards-based curriculum or adapting it for low-achieving students. Some source of leadership is needed if Title I students are to escape their traditional diet of basic skills. Just as the program has always been a source of expertise and initiative in the field of evaluation, it could conceivably take on a similar role in curriculum.

- Title I policy makers and program managers could strongly encourage states and districts to connect their professional development and other capacity building to the major issues of standards, curriculum, and instruction rather than to the more peripheral matter of faithfully implementing packaged instructional programs.

Schoolwide programs, which we observed in many of these sites, will become more widespread under the new law. These programs offer welcome flexibility in targeting special services, but they do not customarily trigger a rethinking or overhaul of the basic program. If policy makers want to see schoolwide programs stimulate reform, they will have to sharpen this message. Schoolwide programs, no less than targeted programs, are vulnerable to poor planning. Schoolwide solutions alone do not remedy problems created by inept staff or by fractionalized communities that neglect student needs. At the same time, we found targeted programs in which Title I is very closely connected to regular classroom services; other schools and districts could learn from these programs that they can create a seamless continuum of services whether or not Title I operates on a schoolwide basis.

- A whole-school orientation must prevail if schools are to serve poor students well. Whether the Title I population is small or large and whether the program is targeted or schoolwide, Title I must be a full partner in the education enterprise, a seamlessly integrated component of education in the classroom, school, district, and state.

The overall message from this study is one of hope combined with caution. There are a number of routes to stable reform; they shift with time and circumstance; and policies promoting flexibility with accountability will continue to serve students well. However, prematurely mandating any initiatives--new curriculums, teaching strategies, assessments, or management approaches--can have the deleterious effect of further burdening the most disadvantaged children. At worst, these

children will be required to learn from chaotic, misunderstood curriculum materials and be assessed by poorly developed and little understood assessments. In short, the complex but incomplete changes now in place in these sites herald a time of widespread ferment, risk, and opportunity.

References

Arizona Department of Education. (1993, August). Assessment: Once again serving teaching and learning. Phoenix, AZ: Author.

Arizona test halted over accuracy concerns. (1995, February). Education Week, XIV(19), p. 4.

Bond, L., Friedman, L., & van der Ploeg, A. (1994). Surveying the landscape of state educational assessment programs. Washington, DC: Council for Educational Development and Research.

California Assessment Collaborative. (1993). Charting the course toward instructionally sound assessment. San Francisco: Author.

California Department of Education. (1993a). California's public education: A decade after A Nation at Risk. Sacramento, CA: Author.

California Department of Education. (1993b). Students, standards and success: the California learning and assessment packet: Communications assistance packet. Sacramento, CA: Author.

California Department of Education. (1993c). Coordinated compliance review training guide. Sacramento, CA: Author.

California Department of Education. (1993d). Guide and criteria for program quality review. Sacramento, CA: Author.

California Department of Education. (1993e, December). Statewide performance standards for the California Learning Assessment System. Sacramento, CA: Author.

Case studies of policy implementation. (1990, Fall). Educational Evaluation and Policy Analysis. 12(3).

Community School District One. (1993). Blueprint for progress. New York, NY: Author.

DiMarco, M. G. (1994, October 19). California testing proposal and curriculum 'frameworks.' Education Week, XIV(7), p. 36.

Elmore, R. F., & Fuhrman, S. H. (1994). The governance of curriculum: 1994 yearbook of the Association for Supervision and Curriculum Development. Alexandria, VA: ASCD.

Fate of California testing unclear after Wilson's veto. (1995, October). Education Week, XIV(5), p 13.

Fuhrman, S. H. (1994, September). Challenges in systemic education reform: CPRE policy briefs. Rutgers, NJ: Consortium for Public Policy Research in Education.

Fuhrman, S. H. (Ed.). (1993). Designing coherent policy: Improving the system. San Francisco: Josey-Bass Publishers.

Fuhrman, S. H., & Malen, B. (Eds.). (1991). The politics of curriculum and testing: The 1990 yearbook of the politics of education association. New York: Falmer Press.

Grasnick, N. S. (1994, April 15). Chapter 1 school improvement timeline and actions. Baltimore, MD: Maryland Department of Education.

Guthrie, J. W. (1990, Fall). [Special issue on mathematics.] Educational evaluation and policy analysis, 12(3).

Harp, L. (1994). The plot thickens. Education Week, 13(34), pp. 20-25.

Kentucky Department of Education. (No Date). World-class standards for world-class kids. Frankfort, KY: Author.

Kentucky Department of Education. (1994a). KIRIS 1992-1993 technical report. Frankfort, KY: Author.

Kentucky Department of Education. (1994b). Kentucky learning goals and academic expectations. Frankfort, KY: Author.

Kentucky Department of Education. (1994c). Position paper on recommended changes in KIRIS assessment and accountability program. Frankfort, KY: Author.

Kentucky Department of Education. (1993, December). Transformations: Kentucky's curriculum framework: Volumes I and II. Frankfort, KY: Author.

Knapp, M. S., & Shields, P. M. (1990). Better schooling for the children of poverty: Alternatives to conventional wisdom. Volume II: Commissioned papers and literature review. Washington, DC: U.S. Department of Education.

Laguarda, K. G., Breckenridge, J. S., Hightower, A. M., & Adelman, N. (1994, June). Assessment programs in the Statewide Systemic Initiatives (SSI) states: Using student achievement data to evaluate the SSI. Washington, DC: Policy Studies Associates.

LeTendre, M. J. (1993, May 13). Letter to Dr. Ed Reidy, Associate Commissioner. Washington, DC: U.S. Department of Education.

Levin, H. M. (1992). Learning from accelerated schools. In Changing schools: Insights. Washington, DC: U.S. Department of Education.

Levin, H. M. (1987). New schools for the disadvantaged. Teacher Education Quarterly, 14(4), 60-83.

Linn, R. L. (1994). Performance assessments. Policy Promises and Technical Standards, 23(9), 4-114.

Marsh, N. (1993, June). Conversation with USED about May 13, 1993, KIRIS approval letter. Frankfort, KY: Kentucky Department of Education.

Maryland State Department of Education. (1994). FY95 application for grants to meet the special education needs of educationally disadvantaged children. Baltimore, MD: Author.

Maryland State Department of Education. (1993a). Fact sheet 5. Baltimore, MD: Author.

Maryland State Department of Education. (1993b). Maryland reaches for the goals: A report on Maryland's priorities for education and progress toward National Education Goals, 1993. Baltimore, MD: Author.

Maryland State Department of Education. (1993c). Maryland school performance report, 1993: State and school systems. Baltimore, MD: Author.

Maryland State Department of Education. (1991, June). Guide and procedures for Maryland school performance program implementation: State, school systems, and schools. Baltimore, MD: Author.

Massell, D., & Furhman, S, with Kirsh, M., Odden, P., Wohlstetter, R. C., & Yee, G. (1994, January). Ten years of state education reform: 1983-1993. Rutgers, NY: Consortium for Public Policy Research in Education.

Means, B., & Knapp, M. S. (Eds.). (1991). Teaching advanced skills to educationally disadvantaged students. Menlo Park, CA: SRI International.

National Commission on Excellence in Education. (1983). A nation at risk: The imperative for educational reform. Washington, DC: Author.

National Governors Association. (No Date). State strategies for restructuring the education system: For governors and governors' staff. Washington, DC: Author.

Natriello, G., McDill, E., & Pallas, A. (1990). Schooling disadvantaged children: Racing against catastrophe. New York: Teachers College Press.

Newmann, F. M. (1991). Linking restructuring to authentic student achievement. Phi Delta Kappan, 72(6), 458-463.

New York State Education Department/University of the State of New York. (1992). A new compact for learning. Albany, NY: Author.

Niagara Falls City School District. (1994, February). Walk the walk: Issue #7. Niagara Falls, NY: Author.

Niagara Falls City School District. (no date). Chapter 1 overview. Niagara Falls, NY: Author.

Noble, A. J., & Smith, M. L. (1994, April). Old and new beliefs about measurement-driven reform: 'The more things change, the more they stay the same'. Los Angeles, CA: CRESST/Arizona State University.

O'Day, J., & Smith, M. S. (1993). Systemic reform and educational opportunity. In S. H. Fuhrman (Ed.), Designing coherent education policy: Improving the system (pp. 250-312). San Francisco: Jossey-Bass Publishers.

Olsen, L. (1994, October 5). Fate of California testing unclear after Wilson's veto. Education Week, 14(5), p. 13.

Pechman, E., & Laguarda, K. (1993). Status of new state curriculum frameworks, standards, assessments, and monitoring systems. Washington, DC: Policy Studies Associates.

Pogrow, S. A. (1990). Challenging at-risk students: Findings from the HOTS Program. Phi Delta Kappan, 71(5), 389-397.

Porter, A. C., Archbald, D. A., & Tyree, A. K., Jr. (1991). Reforming the curriculum: Will empowerment policies replace control? In S. H. Fuhrman & B. Malen (Eds.), The politics of curriculum and testing. The 1990 yearbook of the politics of education association (pp. 11-36). New York: Falmer Press.

Resnick, L. B., & Klopfer, L. E. (Eds.). (1989). Toward the thinking curriculum: Current cognitive research. 1989 Yearbook of the Association for Supervision and Curriculum Development (ASCD). Alexandria, VA: ASCD.

School Improvement Office. (1993). Guide and criteria for Program Quality Review--Elementary. Sacramento, CA: California Department of Education.

Slavin, R. E., Karweit, N. L., & Madden, N. A. (Eds.). (1989). Effective programs for students at risk. Englewood, NJ: Prentice-Hall.

Selden, R., Hemphill, C., & Blank, R. (1993). Analysis of state education indicators: State profiles and NAEP results related to state policies and practices. Washington, DC: Council of Chief State School Officers.

Smith, M. (1994). Systemic education reform: The Clinton agenda. Washington, DC: The Brookings Institution.

Sobol, T. (1993, November 8). Regulation of the Commissioner of Education (Part 100.11.). Albany, NY: The State Education Department/The University of the State of New York.

Stringfield, S., Millsap, M. A., Winfield, L., Brigham, N., Yoder, N., & Moss, M. (1992, September). Urban and suburban/rural special strategies for educating disadvantaged children: Second year report. Washington, DC: U.S. Department of Education.

Tucson Unified School District. (1994, January 15). Rationale for Chapter 1 application revisions. Tucson, AZ: Author.

Turbill, J., Butler, A., Cambourne, B. Langton, G. (1991). Frameworks core course: Theory into practice (revised edition). Stanley, NY: Wayne-Finger Lakes Board of Cooperative Educational Services.

U.S. Department of Education, Office of Elementary and Secondary Education, Compensatory Education Programs. (1993a, September). Improving America's Schools Act of 1994. Washington, DC: Author.

U.S. Department of Education, Office of Elementary and Secondary Education, Compensatory Education Programs. (1993b, March). Chapter 1 policy manual additions. Washington, DC: Author.

U.S. Department of Education, Office of Elementary and Secondary Education and Office of Policy and Planning. (1993c, February). Reinventing Chapter 1: The current Chapter 1 program and new directions. Final report of the National Assessment of the Chapter 1 Program. Washington, DC: Author.

U.S. Department of Education. (1992, August 27). Incidental inclusion of non-Chapter 1 students: Part VI, Department of Education, 34 CFR Part 200. Federal Register. Washington, DC: Government Printing Office.

U.S. Department of Education, Office of Elementary and Secondary Education, Compensatory Education Programs. (1990, April). Chapter 1 policy manual: Basic programs operated by local educational agencies. Washington, DC: Author.

Walker, H. L. (1993). Compensatory education office initiatives. Sacramento, CA: California Department of Education.

APPENDICES

APPENDIX 1

Overview of State, Local, and Chapter 1 Program Linkages in Case Study Districts

Appendix 1
Overview of State, Local, and Chapter 1 Program Linkages in Case Study Districts

District, State (District enrollment and setting)	Demographic Profile	Ch. 1 Program Size Grades, Components, Subjects	Key Reform Initiatives & Dates	District & Chapter 1 Linkage to Statewide Reform		
				Curriculum and Instruction	Standards (i.e., goals, outcomes, objectives)	Assessments (Comments)
ARIZONA						
Sunnyside Unified SD, AZ (13,300)--rural/suburban Metro Tucson area, including some near-in reservations, i.e. low-density by essentially urban poor for the most part	% White 22 % Afr. Amer. 3 % Hispanic 72 % Native American 3 % Asian 1 % LEP 13 % Free/RP Lunch 65 % Chapter 1 12	1,700 Chapter 1 students; language Arts emphasis in grades K-5; certified teacher/facilitator in each school provides resources, instruction, modeling and coaching for teachers and aides; most instruction offered by teachers and assistants; parent liaison does home visits and parent training; assistants help with teaching; Reading Recovery tutors (English and Spanish) work with individual first graders; summer school offered for neediest and parents.	Adopted an outcomes-driven developmental model based on outcomes formulated by parent/educator committees 5-7 yrs. ago, before ASAP. 12 goals for K-12 adopted and posted in every classroom. Curriculum decisions based on goals.	Integrated thematic mastery units are the basis of language arts instruction. No pullouts--Ch. 1 facilitators work within class, showing teachers and aides how to teach and monitor Ch. 1 progress. Use a lot of early literacy, cooperative learning, learning modalities. Interventions are all chosen to improve instruction for all students, although no SWPs are currently in place.	Desired outcomes chosen according to 12 district outcomes; continuous progress model in district; no special Ch. 1 benchmarks besides those required by state. District goals are similar to state goals, so no adjustment of local developments was necessary.	Sunnyside uses its own "generic" assessments and rubrics to test kids. They are "teacher and kid friendly," frame test events to match ASAP protocols and content, but permit use of reading and language content geared to students' levels, e.g., showing ability to analyze expository prose written at the child's level
Tucson USD, AZ (57,000)--urban area; diversity atypical of the state	% White 52 % Afr. Amer. 6 % Hispanic 37 % Nat. Am. 4 % Asian 2 % LEP 20 % Free/RP Lunch 44 % Chapter 1 7	4,400 Chapter 1 students; Reading Recovery in English and Spanish in first grade; school improvement teams; family wellness centers (one-stop social service); adult ed; bilingual	Early childhood project for 4- to 6-year-olds; staff development in NCTM math; parent involvement; family wellness centers with integrated social service delivery; bilingual resource teachers; certified Reading Recovery program in Spanish; HOTS; 7 schoolwide projects.	Aligned TUSD and state curriculum goals with NCTM standards; whole language with emphasis on prevention of early failure; NAEYC-guided early childhood program.	Initiated assessment reform before ASAP; created Spanish Reading Recovery in 1990; family wellness centers began opening in 1992-93.	District's assessment reform predated state's, began developing and using instruments such as a holistically scored writing assessments and developing skills checklists for early childhood programs.

BEST COPY AVAILABLE

District, State (District enrollment and setting)	Demographic Profile	Ch. 1 Program Size Grades, Components, Subjects	Key Reform Initiatives & Dates	District & Chapter 1 Linkage to Statewide Reform		
				Curriculum and Instruction	Standards (i.e., goals, outcomes, objectives)	Assessments (Comments)
CALIFORNIA						
Hayward Unified, CA (20,000)--urban, metro San Francisco/Oakland	% White 38 % Minority 66 (Varied minority population, including African Americans, Asians, and Hispanic groups) % LEP 38 % Free/RP Lunch 50 % Chapter 1 48	5,000 Chapter 1 students in K-8th-grade program. Strong emphasis on schoolwide programs. Each school plans its own Chapter 1 program, conducting its needs assessments and designing integrated activities that offer all students support to attain high local and statewide goals.	Schoolwide programs were instituted after 1988. District-based curriculum coordinator has been involved both in curriculum and assessment development.	Curriculum and instruction are designed by individual schools on basis of annual needs assessments. Instruction embraces the diversity of the student's language and culture in a population that includes students speaking over 80 languages. Schools plan their own programs, combining research-based reforms in instruction and pedagogy. Schools emphasize family and community involvement.	Each school develops its own programs and goals within the context of the state's curriculum framework.	District uses state and local standardized assessments. Some schools are experimenting with portfolios and other performance-based assessments.
Long Beach Unified, CA (74,048)--urban, metro LA	% Hispanic 36 % White 23 % Black 19 % Asian 16 % Filipino 3 % Pacific Islander 2 % LEP 33 % APDC 31 % Chapter 1 28	21-22,000 Chapter 1 students grades K-10; in-class team teaching by certified Chapter 1 teachers; before/after school programs, summer intercession, 42-43 Chapter 1 schools.	In-class service delivery circa 1983; Reading Recovery in 1991; add-on programs circa 1987; CLAS-like assessment for Chapter 1 circa 1991, 19 schoolwide projects.	General program aligned with CA curriculum frameworks; Chapter 1 services support students in regular program, no separate Chapter 1 curriculum.	Chapter 1 desired outcomes: 1) 3 NCE gain on MAT 2) CLAS-like assessment 3) assessment linked with textbook 4) language proficiency assessment with LEP students 5) actual attendance (seat time not excused absences) 6) at secondary level, grades (truly multiple measures)	Use MAT (district testing program) for ident., evaluation. District will probably switch to CAS2, a commercial test with performance components and some norm-ref. items. Use CLAS-like assessment for instruction feedback. CLAS (California's state performance test)-like assessment was developed and piloted for Chapter 1 students--now Chapter 1 students perform better on it than others.

BEST COPY AVAILABLE

District, State (District enrollment and setting)	Demographic Profile	Ch. 1 Program Size Grades, Components, Subjects	Key Reform Initiatives & Dates	District & Chapter 1 Linkage to Statewide Reform		
				Curriculum and Instruction	Standards (i.e., goals, outcomes, objectives)	Assessments (Comments)
KENTUCKY						
Christian County PS, KY (11,000)--rural unified district that includes Hopkinsville (pop. 27,000), includes about 400 migrant kids (only 1/4 are in Ch. 1 or special ed) "high mobility" (near military base)	% White 62 % Afr. Amer. 38 % LEP 1 % Free/RP Lunch 52 % Chapter 1 32	3,000 Chapter 1 students ; instructional asst. in computer lab; Ch. 1 teacher with in-class and pull-out reading and math in intermediate, middle, and high school grades (h.s. dropped in 94-95). In middle schools, certified teacher teams with reg. teacher.	Began in 1986, predated KERA.	Inclusion model--kids used to be withdrawn from Ch. 1 because of stigma. Jostens Lab. Learning styles. Emphasis on whole language and reading styles.	Chapter 1 staff chooses among desired outcomes in reading and math for prog. focus.	Monitor progress through Jostens system; use KIRIS and promotion rates.
Payette County PS, KY (33,000)--metropolitan Lexington	% White 76 % Afr. Amer 22 % Other 2 % LEP 1 % Free/RP Lunch 30 % Chapter 1 13	Chapter 1 serves 4,000 primary through 8th-grade students. 21 extended-day kindergartens for 15 neediest kids; certified teachers work with small groups (4-5) and aides work with 1-2 on reading and LA; collaborative logs with regular teachers. Three SWP. Two categories of kids--core and flex (variable service); 5 private and parochial schools, 4 N&D sites.	Inclusion/collaboration program began in 1988; started extended-day kindergarten in 1991; Portfolios are used to monitor progress. SWP started in 1989.	Ch. 1 teachers and aides use in-class teaching with limited pull-out (taught by closely supervised aides) to preteach upcoming lessons in rdg and LA; lots of supervision from/by Ch. 1 specialists; focus on whole language reading, writing skills and portfolio development, and manipulative-based math.	Chapter 1 staff chooses desired outcomes from state learner outcomes. Reading, LA, and math; Ch. 1 parent, teacher, administrator review committee meets 3 times a year to reassess major needs.	Uses KIRIS, but also devises own strategy (including standardized tests) to show gains within each category of proficiency in shorter timeframes, and to track programs on desired outcomes.

BEST COPY AVAILABLE

District, State (District enrollment and setting)	Demographic Profile	Ch. 1 Program Size Grades, Components, Subjects	Key Reform Initiatives & Dates	District & Chapter 1 Linkage to Statewide Reform		
				Curriculum and Instruction	Standards (i.e., goals, outcomes, objectives)	Assessments (Comments)
MARYLAND						
Frederick County PS, MD (29,300)--rural system that includes small city and several small towns	% White 90 % Afr Amer 7 % Other 3 % LEP 1 % Free/RP Lunch 14 % Chapter 1 3	In grades 1, 2 & 3, 2 cooperating certified tchrs for each classroom with Chapter 2 students in it. PreK is a joint program with Head Start. Instructional aide in each school & some extended day programs.	Radical restructuring in recent yrs; in-class instruction, team teaching, summer school.	Essential Curriculum for Frederick City; for Chapter 1, program adds Review, Extend, Enrich & Modify (R.E.E.M.), team teaching, summer school.	Desired outcomes based on local criterion-referenced assessments. Results on state assessments monitored through the district's accountability system.	Local performance-based, criterion-referenced assessment system is aligned with the Maryland School Performance Assessment Program.

BEST COPY AVAILABLE

District, State (District enrollment and setting)	Demographic Profile	Ch. 1 Program Size Grades, Components, Subjects	Key Reform Initiatives & Dates	District & Chapter 1 Linkage to Statewide Reform		
				Curriculum and Instruction	Standards (i.e., goals, outcomes, objectives)	Assessments (Comments)
NEW YORK						
Community School District 1 New York City, NY (10,300)--East Village; New York City	% White 5 % Afr. Am. 15 % Hispanic 70 % Asian 9 % LEP 21 % Free/RP lunch 83 % Chapter 1 50	Chapter 1 serves 5,200 preK-9 students. 12 schoolwide projects, integrated instruction, ESL, dual language, varied models with emphasis on school-based planning, Reading Recovery, funded parental centers and involvement.	Initiated reform in early 1980s; 1990s saw changes in superintendents and push for SBM, whole language, staff development, small specialty schools; spring 1994 change in superintendents occurred again--reform future is unclear.	Integrated instruction (communication arts, math, etc.), Reading Recovery grade 1 and also 2 & 3; team teaching Ch. 1 & reg ed; district funding for joint planning time; programs vary greatly by school with schoolwides encouraged; districtwide staff development for administrators and teachers in whole language; partnerships with universities and businesses.	High standards for all students, inclusive education; goal of conducting same curriculum for all, including LEP (not yet reached).	Norm ref'd for desired outcomes; some informal use of portfolios; Student Progress Report (observed by teacher)-created by NYC Central Board-District 1 adapted into a performance-based assessment; K-2 use behavior checklist as pre-assessment and instructional guide.
Niagara Falls, NY (9,100)--small city near Buffalo	% White 67 % Afr. Am. 28 % Other minorities 5 % LEP 1 % Free/RP Lunch 49 % Chapter 1 22	All Chapter 1 services are delivered in regular classrooms--following schoolwide-style strategy; "collaborative teachers," funded in part by Chapter 1, team teach in classrooms and provide inservice training to regular classroom teachers; "booster" programs: extended-day kindergarten, afterschool program in grade 3, and "non-traditional" program in grade 6; Chapter 1 serves K-12, with a focus on primary and early childhood; schoolwide project concepts used, but schools are not eligible because poverty concentrations are less that 75 percent.	Pre-dated state's mandate for school-based management/shared decision-making; outcomes-based education, working on benchmarks, proficiency levels; adheres to New Compact for learning strategies and involve community and business in developing "standards for excellence;" beginning work preparedness programs.	Five-year curriculum cycles include development of standards and proficiency levels an array of alternative assessments in line with emerging state frameworks; Chapter 1 teachers sit on curriculum committees; curriculum cycle includes on-going staff development provided by and for teachers; received some waivers from the state to alter a Regents course (gr. 9 Earth Science) and develop alternate assessments; curriculum emphasizes higher-order thinking skills throughout.	Developed "standards for excellence" with business and community stakeholders. Developing benchmarks and proficiency standards as part of curriculum revision, with help from higher-ed community; monitors student progress on computerized data bank.	Developing performance assessments in all subject areas with assistance from publisher; Chapter 1 uses CTBS, PEP, and TOBE-2 (K & Grade 1); will incorporate new assessments as available.

BEST COPY AVAILABLE

APPENDIX 2

Status of New Assessment Development in Case Study States

Appendix 2
Status of New Assessment Development in Case Study States

Status Information	Arizona	California	Kentucky	New York	Maryland
Name of Key Accountability Instrument	Arizona Student Assessment Program (ASAP)	California Learning Assessment System (CLAS)	Kentucky Instructional Results Information System (KIRIS)	New instruments not developed. 28-member curriculum advisory committee is crafting the concept	Maryland School Performance Assessment Program (MSPAP)
Baseline Implementation Year Number of years of continuous data in spring 1994	Spring 1993 2 years of data	Spring 1993 Baseline year	Spring 1992 2 years of data	Not applicable	Spring 1992 2 years of data
Subjects tested in spring 1994 (I=implementing; P=piloting)	Reading/LA - I Mathematics - I Writing - I Under development: science, social studies, applied skills, health, foreign language, literature, music, dance, dramatic arts, visual arts	Reading/LA - I Writing - I Mathematics - I Science - P Social Studies - P	Reading/LA - I Writing - I Mathematics - I Science - I Social Studies - I Math & Writing Portfolios - I	Tests are expected to coincide with the state frameworks; no implementation dates have been set	Reading/Language arts - I Mathematics - I Science - I Social Studies - I
List titles, subjects, and publication date(s) of available curriculum frameworks	Arizona Essential Skills: Language Arts (May 1992) Mathematics (ND) Science (ND) Social Studies (July 1989) Comprehensive Health (Aug 1990) Foreign Language (ND) Literature (May 1990) Music (March 1988) Dance (April 1990) Dramatic Arts (1990) Visual Arts (July 1988)	California Frameworks: Foreign Language (1989) Health Education (1992) Mathematics (1992) Science (1990) English Language Arts (1993) History-Social Science (1988) Physical Education (1992) Visual and Performing Arts (1989)	Transformations: Kentucky's Curriculum Framework (Volumes I and II) (1993)	New frameworks under development; mathematics and language arts are in draft format	None available

BEST COPY AVAILABLE

Status Information	Arizona	California	Kentucky	New York	Maryland
If the test is keyed to outcomes, what are they called and how many are tested?	67 Essential Skills are to be mastered by the end of 12th grade (18 by end of grade 3; 23 for grade 8; 26 for grade 12)	Results keyed to performance levels within content areas, not outcomes	Keyed to 40 "Learner Outcomes" (revised in 1994 as "Academic Expectations")	Curriculum frameworks use the term "standards"; outcomes not specified	Keyed to 33 Maryland "Learning Outcomes"
Grades assessed currently (Indicate variances in subjects tested at different grades)	Grades 3, 8, 12 in reading/language arts, writing, and mathematics	Reading, math, writing: 4, 8, 10 Science, social studies: 5, 8, 10	Grades 4, 8, 12 all subjects are tested	No information available	Grades 3, 5, 8; all subjects tested
Tested Population (Census/Sample/Matrix)	Matrix sample in targeted grades at state level	Matrix; future census testing in grade 8 is proposed, pending funding	Matrix sampling with some census testing on common items for reporting individual results	No information available	Matrix
Types of Tasks Open-ended Group problems Performance tasks Essay Portfolio Multiple choice	Open-ended; essay; multiple choice	Enhanced multiple choice; open-ended performance	Open-ended Portfolios Performance events Multiple choice (only until 1996)	No information available	Open-ended; group problems; performance and integrated tasks (one item scored for different subjects)
Types of Scores Performance standards Percentages Scale scores Other	Mean, median, standard deviations of rubric summaries; separately reported for each content area; highest possible score in both reading and math is 20; highest possible score in writing is 8	Performance levels: 1, 2, 3, 4, 5, 6	Performance levels: Novice (low); Apprentice; Proficient; Distinguished	No information available	Levels: 1, 2, 3, 4, 5; 3 or above is satisfactory; goal is for 70% of students in all schools to achieve a 3 or above

BEST COPY AVAILABLE

Status Information	Arizona	California	Kentucky	New York	Maryland
Reporting Levels **(School; District; State; Child)**	School, County, State; racial and language minority breakdowns Performance levels set within districts report the number and percent of students reaching the district-specified goal in each content area	School, County, District, State; Grade 8 scores available for individual students	Student, School, District, State, Chapter 1; gender; racial and ethnic breakdowns	No information available	School, District, State
Plans for Future Assessment Development **(Indicate subject & projected implementation date)**	State is planning to expand assessment into other basic content areas; no date for piloting set	1997-98--Full implementation will include testing all the above subjects in grades 4/5, 8, 10 and reporting of individual student results	Although KIRIS has been fully implemented, modifications are planned; learning outcomes have been modified; some discussion of reducing entire test to performance tasks only (deleting multiple-choice tasks and keeping portfolios local); an "Early Learning Profile" has been field tested	The system that is emerging is projected to have these components: 1) statewide computerized data base of performance items; 2) locally developed portfolios that include "common tasks"; 3) sample state testing for evaluation purposes (no individual student summaries)	Use of high school portfolios is being discussed
Other Instruments used **(Give name & purpose)**	Partial battery of ITBS/TAP is administered each fall in grades 4,7, 10 for Chapter 1 reporting; both CTBS and ASAP are administered in English and Spanish; district administered tests in K-3, 4-8, 9-12	Golden State Exams (high school end-of-course); Career-Technical Assessment Project	None	State-designed PEP reading (Degrees of Reading Power) and mathematics--multiple-choice tests--in grades 3, 5; writing is administered in grade 5; Program Evaluation Tests in science in grade 4 (includes performance tasks), social studies in grades 6 and 8; Regents Competency Tests and Examinations (includes some open-ended items) in content areas in secondary school grades. Results are summarized and reported annually in the Comprehensive Achievement Reports (CAR)	Maryland Functional Tests in reading, writing, citizenship; must be passed by grade 11; statewide sample testing in grades 3, 5, and 8 on CTBS

BEST COPY AVAILABLE

APPENDIX 3

Examples of Data Reported for State Assessment and Accountability Programs

Arizona

ASSESSMENT SYSTEM:	Arizona Student Assessment Program (ASAP)[1]
REPORT LEVEL:	State, District, School
REPORT TITLE:	Report Card
GRADES REPORTED:	Grades 3, 8, 12
SUBJECTS TESTED:	Reading, writing, mathematics, science (future), social studies (future)
POPULATION SAMPLE:	Matrix
ATTRIBUTES REPORTED:	Assessment results: range of scores, mean, median, STD; ethnicity/race; gender; students receiving special services

[1] According to Education Week (February 1, 1995), the Arizona State Assessment Program was suspended for one year as a result of questions raised about its statistical validity. Reports from the districts indicated inconsistencies in students' performances on the ASAP and other tests of similar skills.

GRADE 3 ASSESSMENT

Reading Assessment

Through reading activities developed from the provided reading selections (intact pieces of real literature, good nonfiction or real language examples) students answer questions that get at thinking about reading and write responses that demonstrate their comprehension of what they have read.

The Reading Assessment for grade 3 measured student performance on the following Essential Skills:

- Tell what a report is about
- Tell critical details from the report
- Make an inference or a prediction related to the idea in the report
- Compare one element in the report to another element
- Relate the subject of the report to own experiences

Mathematics Assessment

Through mathematical activities developed from the provided reading selections, students solve an extended problem or complete a task or project, use manipulatives, and express their understanding of mathematical concepts through writing.

The Mathematics Assessment for grade 3 measured student performance on the following Essential Skills:

- Classify and sort objects by observing relationships and making generalizations
- Use concrete materials or models to demonstrate an understanding of place value
- Explore the concepts of multiplication and division with concrete materials
- Count by ones, twos, fives, and tens
- Use nonstandard, metric, and English units of measure to estimate and measure length, volume, and weight
- Use concrete materials to recognize, represent, and compare halves, thirds, and fourths
- Use a variety of measurement instructions
- Choose an appropriate unit of measure in a given situation
- Read and interpret Celsius and Fahrenheit temperatures on thermometers
- Use digital and conventional clocks to tell time

Writing Assessment

Through writing activities developed from the provided reading selections, students focus their ideas to compose a story with a specific purpose and audience, write a rough draft, reread it using a review check list, revise the draft by editing it and then complete a final draft of the story.

The Writing Assessment for grade 3 measured student performance on the following Essential Skills:

Write a story that:

- Centers around a character who is described enough to be distinct from other characters
- Has a definite beginning, middle and end for plot structure
- Has details that advance the plot or sequence of events in the story
- Has a definite setting
- Shows evidence of editing and proofreading so that errors in spelling, punctuation, capitalization, and usage do not impede comprehension

BEST COPY AVAILABLE

SUNNYSIDE UNIFIED SCHOOL RESULTS SUMMARY

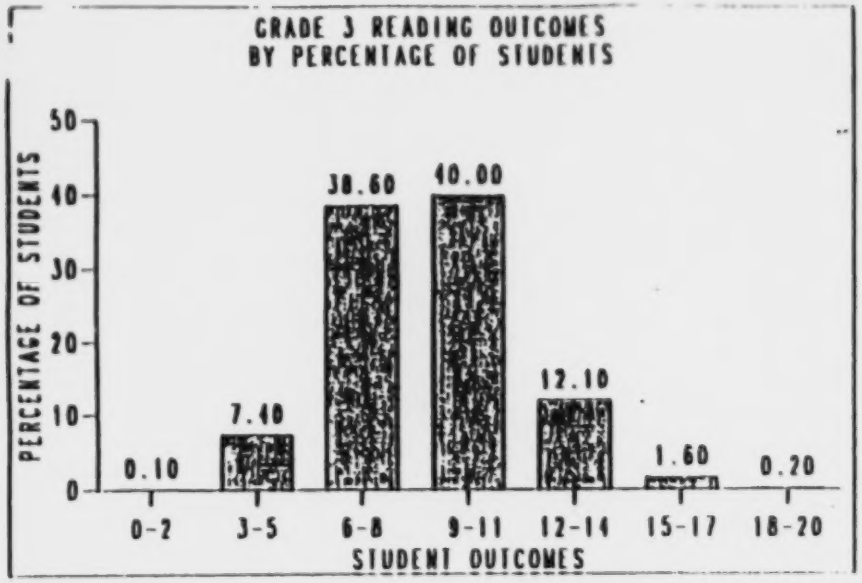
GRADE 3
PARTICIPANT DEMOGRAPHICS

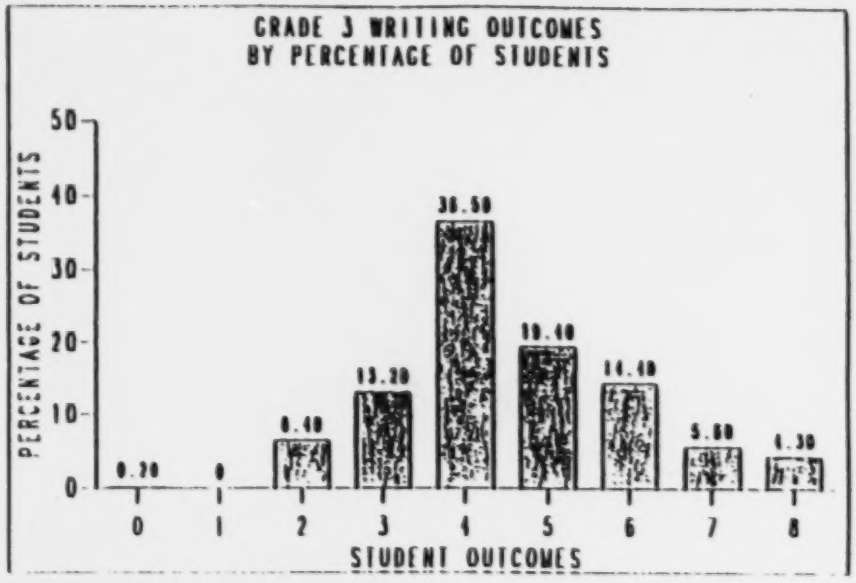
	Students	Percent		Students	Percent
English Non-Mediated Assessment	817	100.0			
Ethnicity/Race			Special Programs Membership		
White	240	29.4	Chapter 1	223	27.3
Black	23	2.8	ESL	0	0.0
Hispanic	504	61.7	Bilingual	44	5.4
Asian	6	0.7	Migrant	0	0.0
AI/AN	34	4.2	Special Education	17	2.1
Pacific Islander	*		Gifted	59	7.2
Other	0	0.0			
Gender			Spanish Non-Mediated Assessment	160	100.0
Male	415	50.8	Mediated Assessment	68	100.0
Female	395	48.3			

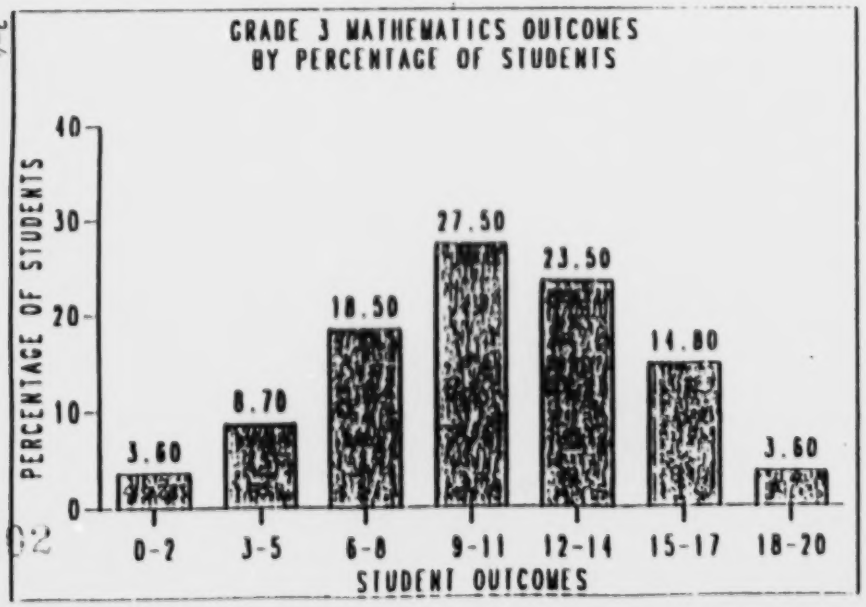
GRADE 3
SCORING SUMMARY

	Reading Highest Possible: 20					Mathematics Highest Possible: 20					Writing Highest Possible: 8				
	Scored Assessment	Range	Mean	STD	Median	Scored Assessment	Range	Mean	STD	Median	Scored Assessment	Range	Mean	STD	Median
English Non-Mediated Assessment	816	3-16	8.8	2.2488	8.7	812	0-20	10.7	4.0386	10.9	805	0-8	4.5	1.3398	4.5
Ethnicity/Race															
White	240	5-16	8.8	2.1681	8.8	239	0-20	11.3	3.8945	11.7	236	2-8	4.5	1.3881	4.5
Black	23	5-12	8.4	1.8374	8.5	23	0-18	10.5	4.5931	11.5	22	2-8	4.5	1.4062	4.5
Hispanic	503	3-16	8.7	2.2821	8.6	500	0-20	10.5	4.0703	10.6	498	0-8	4.5	1.2767	4.3
Asian	6	7-13	9.2	2.0344	9.0	6	10-18	13.3	2.6247	13.0	6	2-8	4.8	2.1148	4.5
AI/AN	34	6-15	9.3	1.9811	9.2	34	2-19	11.0	4.0908	10.8	34	2-8	4.8	1.4765	4.5
Pacific Islander	*					*					*				
Other	0					0					0				
Gender															
Male	414	3-16	8.5	2.1867	8.4	413	0-20	10.6	4.1363	10.7	410	2-8	4.5	1.2728	4.1
Female	395	3-16	9.0	2.3405	9.1	392	0-20	10.9	3.9388	11.1	389	0-8	4.7	1.3862	4.5
Special Programs Membership															
Chapter 1	223	3-14	8.0	1.8528	7.9	221	1-17	9.5	3.5244	9.4	218	2-7	3.9	1.0369	3.9
ESL	0					0					0				
Bilingual	44	3-15	8.7	2.5579	8.7	44	0-17	9.1	3.7587	9.5	44	0-8	4.3	1.4889	4.3
Migrant	0					0					0				
Special Education	17	6-12	9.1	2.0996	9.1	17	1-15	10.9	4.0422	12.3	17	2-8	4.1	1.4505	4.0
Gifted	59	4-16	10.2	2.4638	9.9	59	6-20	13.7	3.1005	14.3	59	2-8	5.7	1.4332	5.8
Spanish Non-Med Assessment	160	3-19	9.4	3.2554	9.6	160	0-19	9.5	4.2778	9.5	154	2-8	5.0	1.6895	4.8
Mediated Assessment	67	1-17	8.7	2.9268	8.4	68	0-19	9.8	4.3665	9.8	67	0-8	4.3	1.8978	4.2

BEST COPY AVAILABLE







3-4

BEST COPY AVAILABLE

California

ASSESSMENT SYSTEM:	California Learning Assessment System (CLAS)
REPORT LEVEL:	State, District, School (individual results are scheduled to be reported for grade 8 students in 1995, pending funding)
REPORT TITLE:	Elementary Performance Assessment
GRADES REPORTED:	Grade 4, 5, 8, 10 (varying subjects at each grade)
SUBJECTS TESTED:	English/language arts, mathematics, writing (grades 4, 8, and 10); science, history-social science (grades 5, 8, 10)
POPULATION SAMPLE:	Matrix[2]
ATTRIBUTES REPORTED:	Assessment results: percent meeting performance levels; student background factors correlated with assessment results; student participation; gender; ethnicity; students receiving special services

[1] In late Setember 1994, Governor Wilson vetoed a bill that would have requthorized CLAS and asked state legislators to authorize an alternative that would assess both "basic and sophisticated skills" while producing individual student results for all test takers (Education Week, October 5, 1995, p. 13).

ELEMENTARY PERFORMANCE ASSESSMENT

Grade 4
1993

REPORT FOR:

LONG BEACH UNIFIED
LOS ANGELES

19 64725

3-6

105

EXCERPTS

106

BEST COPY AVAILABLE

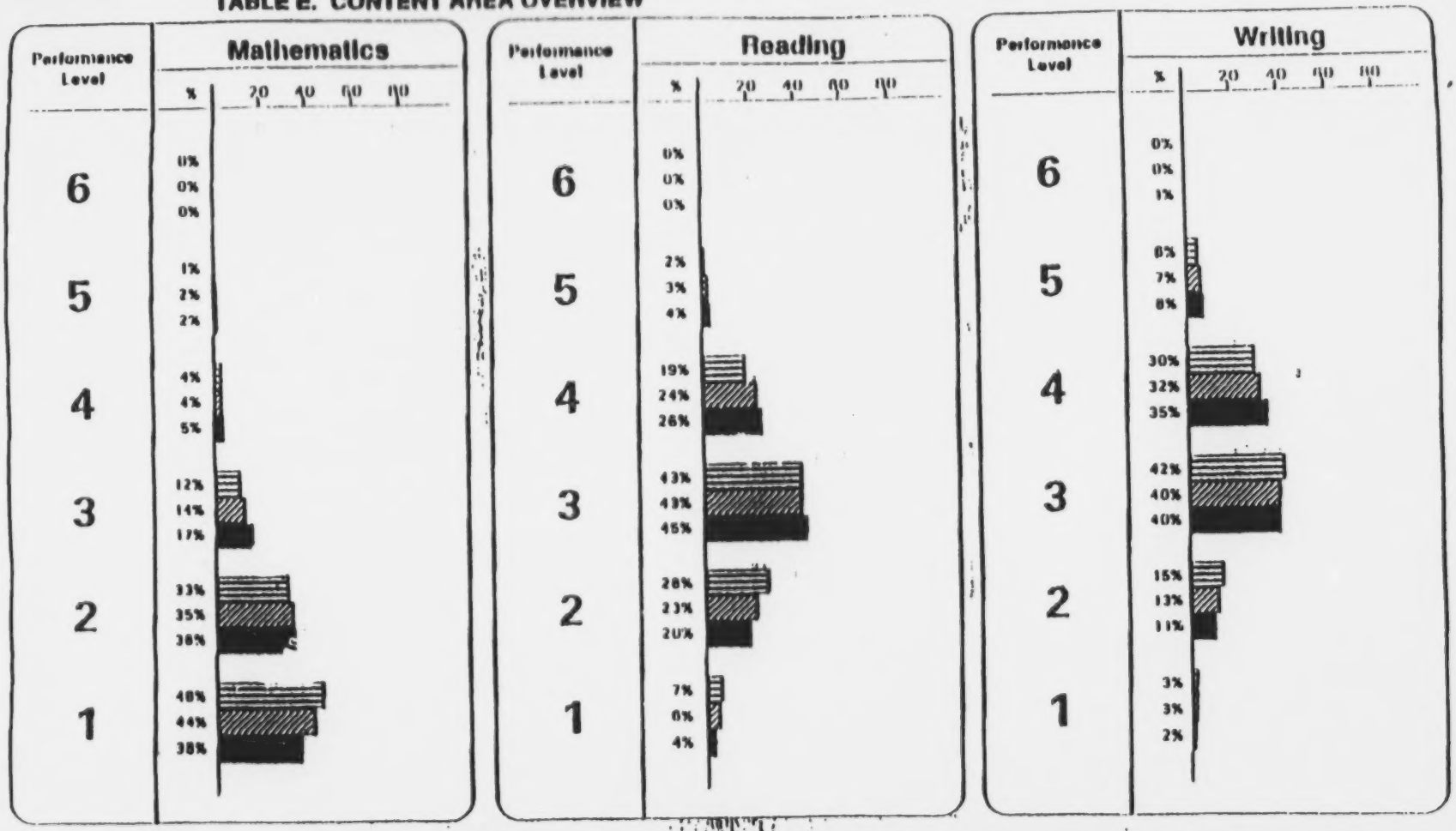
CALIFORNIA LEARNING ASSESSMENT SYSTEM
California Department of Education 1993

CLAS

California Learning Assessment System
Elementary Performance Assessment - 1993

District: LONG BEACH UNIFIED
County: LOS ANGELES
19 64725

TABLE E. CONTENT AREA OVERVIEW



District
County

NOTE: The percentages shown in the distributions above may not add to 100%. Some students' completed work did not receive a score or a performance level even though the work was selected to be scored. This occurred if a student submitted a blank test booklet, responded illegibly, wrote a response completely off topic, or responded in a language other than English in the reading or writing assessment.

BEST COPY AVAILABLE

Part II - CONTENT AREA SUMMARY

MATHEMATICS

1993 CLAS ASSESSMENT IN MATHEMATICS

In 1991 the California State Board of Education approved a new *Mathematics Framework for California Public Schools* that recommends fundamental changes in the teaching and learning of mathematics. It calls for all students to become mathematically powerful. The *Framework* identifies four dimensions of mathematical power that students employ as they do purposeful mathematical work: understanding of mathematical ideas, mathematical thinking, mathematical tools and techniques, and communication.

- **Mathematical ideas** are drawn from all the content areas of mathematics. Eight strands of mathematical content identified in the *Mathematics Framework* are: Functions, Algebra, Geometry, Statistics and Probability, Logic and Language, Discrete Mathematics, Measurement, and Number.
- **Mathematical thinking** includes analyzing, classifying, planning, comparing, investigating, designing, inferring and deducing, making hypotheses and mathematical models, and testing and verifying them.
- **Mathematical tools and techniques** includes not only the use of the physical tools, such as rulers, calculators, and computers, but also the intellectual tools of mathematics such as calculating ratios or percentages, making graphs, and using formulas. It also includes the ability to select appropriate tools and techniques and then to use them effectively.
- **Mathematical communication** includes all the ways students share their knowledge and understanding. They may do so through informal conversations, verbal presentations, written text, diagrams, symbols, numbers, graphs, tables, models, and symbolic expressions.

Assessment Development

The CLAS mathematics assessments are developed by mathematics educators from throughout California on the CLAS Mathematics Assessment Advisory Committee and Mathematics Assessment Development Team. In addition, representatives from mathematics networks, such as the California Mathematics Council, Mathematics Renaissance, and Interactive Mathematics Project, work with CLAS to pilot and field test the new assessments. Representatives from the California Mathematics Project and SB 1882 Regional Professional Development Consortia also provide professional development activities for teachers throughout the state.

The CLAS Assessment in Mathematics

The 1993 performance assessment in mathematics was administered statewide in the spring of 1993 to students in grades 4, 8 and 10 during one class period. Each student responded to two open ended problems and seven enhanced multiple choice questions. There were eight forms of the assessment in each grade tested. During the summer of 1993 California teachers scored student responses to the open ended questions at nine regional sites.

Identifying Levels of Performance

Levels of performance are identified from a variety of task results. In 1993, the Performance Level Task Force group in mathematics engaged in this process for the first time, combining scores from both open ended problems and multiple choice questions, and assigning particular combinations of performance to their appropriate performance levels. Additional information about the process of developing the performance levels in mathematics can be found in Part IV of this report.

CLAS Mathematics Assessment in the Future

The CLAS mathematics assessment that will ultimately be used to assess the students' mathematical power according to the vision of the *Framework* will be based on a broad and varied set of student work. When fully implemented, a complete assessment of a student's performance in mathematics will involve many types of tasks with varying contexts, purposes, settings, durations, and products; and will span a full range of mathematical ideas. In addition to the current on demand assessment of open ended questions and enhanced multiple choice questions, students' work over time (projects, extended investigations, and portfolios) will be used to measure their performance in terms of the dimensions of mathematical power set forth in the 1992 *Framework*.

CLAS California Learning Assessment System
ELEMENTARY PERFORMANCE ASSESSMENT 1993
TABLE A: MATHEMATICS

District: LONG BEACH UNIFIED
County: LOS ANGELES
19 64725

For a better understanding of the performance levels shown on this page, please refer to the *California Mathematics Framework* and supporting documents, and examine the CLAS published sampler in mathematics. This sampler provides illustrations of students' work, descriptions of the responses at various levels of performance, and scoring guides used by teachers to evaluate the students' responses.

PERFORMANCE LEVEL DESCRIPTIONS

6 Student work demonstrates rigorous mathematical thinking and in-depth understanding of essential mathematical ideas. Responses meet and often exceed expectations; they are consistently correct and complete, and use appropriate representations (for example, words, diagrams, graphs, pictures). Student work extends concepts or produces related conjectures. Generalizations and connections are supported by precise logical arguments using multiple or unique approaches and appropriate mathematical tools and techniques.

5 Student work demonstrates solid mathematical thinking and full understanding of mathematical ideas. Responses fully meet expectations; they are usually correct and complete, and use appropriate representations (for example, words, diagrams, graphs, pictures), although sometimes containing minor flaws. Some of the student work contains generalizations and connections supported by effective arguments using multiple or unique approaches and appropriate mathematical tools and techniques.

4 Student work demonstrates substantial mathematical thinking and understanding of essential mathematical ideas, including appropriate representations (for example, words, diagrams, graphs, pictures). Responses are usually correct although the work may contain flaws. Student work exhibits appropriate use of mathematical tools and techniques.

3 Student work demonstrates partial mathematical thinking and understanding of mathematical ideas. Some responses are correct; however, gaps in conceptual understanding are evident and representations (for example, words, diagrams, graphs, pictures) need elaboration. There is an acceptable use of tools and techniques.

2 Student work demonstrates limited mathematical thinking and understanding of mathematical ideas. While responses are sometimes correct, student work often falls short of providing workable solutions. Tools and techniques are rarely used or are used inappropriately.

1 Student work demonstrates little or no mathematical thinking and understanding of mathematical ideas. Responses show little or no progress toward accomplishing mathematical tasks. There is little correct or appropriate use of tools, techniques, or representations.

	District	County	State
ASSESSED:	5,477	90,300	358,183
SCORED:	2,672	82,112	214,860
	% PERCENTAGE 20 40 60 80	% PERCENTAGE 20 40 60 80	% PERCENTAGE 20 40 60 80
6	0%	0%	0%
5	1%	2%	2%
4	4%	4%	8%
3	12%	14%	17%
2	33%	36%	36%
1	48%	44%	36%

NOTE: If a response is not scorable for any of the following reasons: Refusal, Illegible, Incomplete, Written in a foreign language, Off-task, Copied directly, or Wrote a response completely off topic.

BEST COPY AVAILABLE

READING – LITERATURE

In 1986 and again in 1993, the State Board of Education adopted the *English-Language Arts Framework for California Public Schools, Kindergarten Through Grade Twelve*. This document identifies the overarching goals of the English language arts curriculum:

- To prepare all students to function as informed and effective citizens in our democratic society
- To prepare all students to function effectively in the world of work
- To prepare all students to realize personal fulfillment

The authors of the framework and subsequent model curriculum guides and standards envisioned for California a literature based English language arts program that actively engages students in reading, writing, and reflecting on a wide range of significant literary works and human experiences.

The Development of the Assessment

The English Language Arts Assessment Advisory Committee, a group composed of a broad spectrum of educators, worked with internationally recognized leaders in the field to develop the guidelines for a new English language arts assessment that would reflect alignment with the framework, mirror exemplary English language arts programs, and build on the writing assessment developed for the California Assessment Program (CAP). Such an assessment would:

- Assess reading in such a way that students are challenged to construct their own interpretations, integrating their understanding of a text with the unique knowledge and experience each student brings to the task.
- Incorporate collaborative group work, which encourages students to integrate reading, writing, speaking, and listening in ways that reflect good instruction.
- Complement and strengthen the existing California writing assessment.

To carry out this vision, in 1989 the Department of Education expanded the team of classroom teachers that had been developing the CAP writing assessment since 1986 to include English language arts teachers from grades one through twelve as well as teachers of science, history, and math. These development term teachers have been responsible for shaping the test format, developing prompts for the assessment, and constructing scoring guides (rubrics).

The 1993 CLAS Assessment of Reading

The design of the English language arts assessment in 1993 called for students to read and respond independently to a text selection, to work in small collaborative groups, and to respond individually to a writing prompt. Each section had to be completed in one sitting and was intended to take approximately one class period.

Like the writing assessment that measures how students write for different purposes, the CLAS reading assessment includes a range of reading tasks that students will encounter throughout their lives. Reflecting the emphasis on literature based instruction in the *English Language Arts Framework*, the 1993 CLAS reading assessment focused on the reading of literature. Texts that demand that students read for informative or persuasive purposes, the types of texts more evident in the content areas of history/social science or science, will be introduced into the assessment at grade 8 in 1994. Texts employed in the 1993 assessment included the following types:

Grade 4	Grades 8 and 10
Poetry	Poetry
Short stories	Short stories – fiction and non fiction
Articles	Articles
Folktales	Excerpts from novels -- fiction and non fiction
Excerpts from non fiction	

Although we cannot assess reading directly any more than we can assess thinking, we can assess the quality of reading by looking at written and graphic evidence of how the student interprets the text.

Performance Levels in Reading

The results of the new CLAS assessment in reading are reported as percentages of students reaching each of six levels of performance. The performance level descriptions identify the quality and characteristics of student performances at each level. The brief descriptions employed below are appropriate for the levels of student achievement identified by the on demand assessments administered in the spring of 1993.

In addition, this report also includes more complete, or full, performance level descriptions that are intended to describe the levels of achievement in reading that students will be able to demonstrate when the CLAS program is fully implemented. These descriptions can be found in Part IV.

BEST COPY AVAILABLE

CLAS

TABLE B: READING & LITERATURE

District: LONG BEACH UNIFIED
County: LOS ANGELES
19 64939

For a better understanding of the performance levels shown on this page, please see the section entitled Full Performance Level Descriptions - Reading in Part IV of this report. Also refer to the related California curriculum frameworks and their supporting documents, and examine the CLAS published sampler in English language arts. These samplers provide illustrations of students' work, a description of the assessment, sample tasks and questions, sample student responses at various levels of performance, and scoring guides used by teachers to evaluate the students' responses.

PERFORMANCE LEVEL DESCRIPTIONS

6 Student performances at this level demonstrate insight as readers consider a whole text. These readers are confident and willing to take risks as they explore the meaning of a text; are open to considering and developing new ideas about a text and use the text to check their understanding; explore complexities in depth; revise their interpretations; expand on the possible meanings of a text; and connect ideas developed in the reading experience to their own experiences and to the world at large.

5 Student performances at this level demonstrate perception and thoroughness in considering a whole text. These readers are confident and willing to take risks as they explore the meaning of a text; consider new ideas about a text and use the text to check their understanding; explore complexities and expand on the possible meanings of a text; often revise their interpretations; and connect some ideas developed in the reading experience to their own experiences and to the world at large.

4 Student performances at this level demonstrate a thoughtful understanding of a whole text. These readers are confident in their interpretation but have little willingness to take risks, tending to accept their initial understanding; usually connect their understanding of a text to their own experiences; when directed, use a text to check their understanding in a general or limited way; and identify some general significance or wider application of their understanding of a text.

3 Student performances at this level demonstrate a plausible, general understanding of a whole text. These readers make superficial connections with or among the parts of a text or not at all; are safe readers, unwilling to take risks, with little tolerance for difficulties in a text; rarely question a text, but when they do, the questions are likely to be simple or superficial; do not revise their first interpretation of a text or explore other possibilities of meaning.

2 Student performances at this level demonstrate a superficial understanding of a text. These readers may not see a text as a whole, tending to focus only on portions of a text; occasionally recognize ideas without connecting them; seldom ask questions of a text or offer meaningful evaluations of what they have read; and may not read a complete text.

1 Student performances at this level demonstrate an understanding of only an individual word, phrase, or title in a text. These readers do not demonstrate any understanding of the ideas or experiences offered or developed. Reading at this level is an act of recognizing a word or phrase rather than a process of constructing coherent meaning.

	District	County	State
ASSESSED	6,827	90,837	358,927
SCORED	2,384	47,234	193,078
%	PERCENTAGE	PERCENTAGE	PERCENTAGE
	20 40 60 80	20 40 60 80	20 40 60 80
6	0%	0%	0%
5	2%	3%	4%
4	19%	24%	20%
3	43%	43%	46%
2	20%	23%	20%
1	7%	6%	4%

115

116

BEST COPY AVAILABLE

...a test for native speakers of a language other than English.

WRITING

In 1986 and again in 1993, the State Board of Education adopted the *English-Language Arts Framework for California Public Schools, Kindergarten Through Grade Twelve*. This document identifies the overarching goals of the English-language arts curriculum:

- To prepare all students to function as informed and effective citizens in our democratic society
- To prepare all students to function effectively in the world of work
- To prepare all students to realize personal fulfillment

The authors of the framework and subsequent model curriculum guides and standards envisioned for California a literature based English language arts program that actively engages students in reading, writing, and reflecting on a wide range of significant literary works and human experiences.

The Development of the Assessment

The English Language Arts Assessment Advisory Committee, a group composed of a broad spectrum of educators, worked with internationally recognized leaders in the field to develop the guidelines for a new English language arts assessment that would reflect alignment with the framework, mirror exemplary English language arts programs, and build on the writing assessment developed for the California Assessment Program (CAP). Such an assessment would:

- Assess reading in such a way that students are challenged to construct their own interpretations, integrating their understanding of a text with the unique knowledge and experience each student brings to the task.
- Incorporate collaborative group work, which encourages students to integrate reading, writing, speaking, and listening in ways that reflect good instruction
- Complement and strengthen the existing California writing assessment

To carry out this vision, in 1989 the Department of Education expanded the team of classroom teachers that had been developing the CAP writing assessment since 1986 to include English language arts teachers from grades one through twelve as well as teachers of science, history- social science, and mathematics. These development team teachers have been responsible for shaping the test format, developing prompts for the assessment, and constructing scoring guides (rubrics).

The 1993 CLAS Assessment of Writing

The design of the English language arts assessment calls for students to read and respond independently to a text selection, to work in small collaborative groups, and to respond individually to a writing prompt. Each section is intended to take approximately one class period.

Four types of writing have been chosen for the elementary assessment and eight types of writing for the middle and high school assessments. However, only some of the writing types were included in the 1993 assessments. Results are reported on page 8 for each of the writing types included at this grade level. Over the next few years, the other types will be added to either the on-demand assessment or will be assessed through portfolio.

The writing section of the English language arts assessment may be linked to the reading assessment in one of two ways: asking students to write a longer, more fully developed essay expressing their understanding of the reading text or using the topic or theme of the reading selection as a springboard to their essay. Each writing prompt is designed to elicit one of the distinctive types of writing tested at a grade level. The essay written in response to the writing prompt receives two scores, one for rhetorical effectiveness and one for conventions.

Performance Levels in Writing

This year, for the first time, the results of the CLAS assessment in writing will be reported as percentages of students reaching each of six levels of performance. The performance level descriptions identify the quality and characteristics of student performances at each level. The brief descriptions employed below are appropriate for the levels of student achievement identified by the on-demand assessments administered in the spring of 1993.

In addition, this report also includes more complete or full performance level descriptions that are intended to describe the levels of achievement in writing that students will be able to demonstrate when the CLAS program is fully implemented. These descriptions can be found in Part IV.

BEST COPY AVAILABLE

California Learning Assessment System
Elementary Performance Assessment - 1993

District LONG BEACH UNIFIED
County LOS ANGELES
CD 64775

TABLE C. WRITING

For a better understanding of the performance levels shown on this page, please see the section entitled Full Performance Level Descriptions - Writing in Part IV of this report. Also refer to the related California curriculum frameworks and their supporting documents, and examine the CLAS published samples in English language arts. These samplers provide illustrations of students' work, a description of the assessment, sample tasks and questions, sample student responses at various levels of performance, and scoring guides used by teachers to evaluate the students' responses.

PERFORMANCE LEVEL DESCRIPTIONS

6 Student performances at this level respond creatively and effectively to the demands of a writing assignment. The writing is confident, purposeful, coherent and clearly focused, conveying the writer's knowledge, values, insights, and clarity of thought. The writing is skillfully adapted to its audience, purpose, and subject. It establishes an appropriate tone and uses language that is clear, distinct, varied, and precise. Writers at this level support their ideas with appropriate reasons and well chosen examples, skillfully using a variety of sentence structures and the conventions of grammar, punctuation, capitalization, and spelling—committing few if any errors.

5 Student performances at this level respond well to the demands of a writing assignment. The writing is purposeful, coherent, and focused, clearly communicating the writer's knowledge, values, and thoughts. The writing is adapted to its audience, purpose, and subject. It establishes an appropriate tone and uses effective language to support its ideas with relevant reasons and examples. The writing employs a variety of sentence structures, and exhibits good control of the conventions of grammar, punctuation, capitalization, and spelling—with few errors.

4 Student performances at this level respond to the demands of a writing assignment, generally communicating the writer's knowledge, values, and clarity of thought. The writing is appropriately adapted to its audience, purpose, and subject. It is coherent, adequately organized and developed, and supported by reasons and examples. The writing uses suitable language and employs some variety of sentence structure. Although there may be occasional errors, the writing reflects a fundamental control of the conventions of grammar, punctuation, capitalization, and spelling.

3 Student performances at this level respond inconsistently to the demands of a writing assignment, usually addressing all parts of the task, but having difficulty communicating the writer's knowledge and values. The writing may contain some insights, but also demonstrates confused, superficial, or illogical thinking. The writing is often limited in development, and contains predictable vocabulary with some inappropriate choices of words. It typically employs simple, repetitive sentence structures, and includes noticeable errors in the use of the conventions of grammar, punctuation, capitalization, and spelling.

2 Student performances at this level only partially meet the demands of a writing assignment. The work is seriously limited in communicating the writer's knowledge and values, and may address all or parts of a writing task, but with lapses in coherence. The writing is typically brief, disorganized, and undeveloped, or may be vague and difficult to understand. It exhibits frequent errors in the use of the conventions of grammar, punctuation, capitalization, and spelling.

1 Student performances at this level do not meet the demands of a writing assignment. The work is extremely limited in communicating the writer's knowledge and values, and it exhibits little or no concept of an audience. The writing is brief, incoherent, disorganized, and undeveloped and exhibits only a rudimentary facility in using language. It includes many errors in the use of the conventions of grammar, punctuation, capitalization, and spelling.

	District	County	State
ASSESSED	6,827	80,630	350,881
SCORED	2,343	48,838	184,207
%	PERCENTAGE	PERCENTAGE	PERCENTAGE
	20 40 60 80	20 40 60 80	20 40 60 80
6	0%	0%	1%
5	6%	7%	8%
4	30%	32%	35%
3	42%	40%	40%
2	15%	13%	11%
1	3%	3%	2%

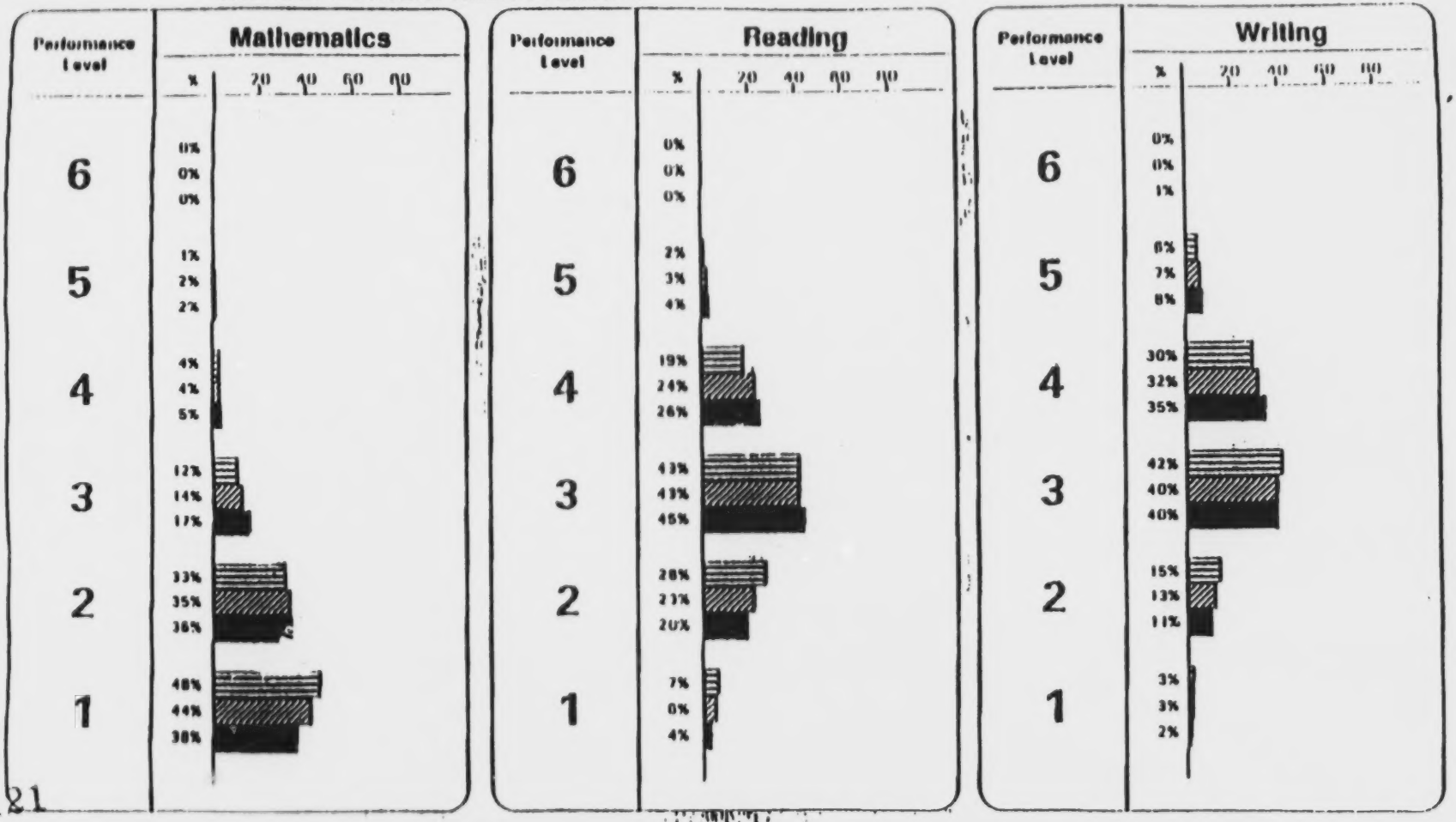
NOTE: The percentages shown in the distributions above may not add to 100%. Some students' completed work did not receive a score or a performance level even though the work was selected to be scored. This occurred if a student submitted a blank test booklet, responded illegibly, wrote a response completely off topic, or responded in a language other than English.

BEST COPY AVAILABLE

CLAS California Learning Assessment System
ELEMENTARY PERFORMANCE ASSESSMENT - 1993

District: LONG BEACH UNIFIED
County: LOS ANGELES
19 64725

TABLE E. CONTENT AREA OVERVIEW



District
County

NOTE: The percentages shown in the stub below a bar may not add to 100%. Some students' completed work did not receive a score or a performance level even though the work was selected to be scored. This occurred if a student submitted a blank test booklet, responded illegibly, wrote a response completely off topic, or responded in a language other than English to the reading or writing assessment.

BEST COPY AVAILABLE

Kentucky

ASSESSMENT SYSTEM:	Kentucky Instructional Results Information System (KIRIS)
REPORT LEVEL:	State, District, School
REPORT TITLE:	Student Assessment Curriculum Report
GRADES REPORTED:	Grades 4, 8, 12 (beginning 1995, KIRIS "Transitional Tests"--the short answer, multiple choice, and performance items--will be dropped back to grade 11; only mathematics and writing portfolios will be required in grade 12)
SUBJECTS TESTED:	Reading, writing portfolio, mathematics, science, social studies, arts and humanities, practical living/vocational studies
POPULATION SAMPLE:	Matrix
ATTRIBUTES REPORTED:	Assessment results: number/percent meeting performance level standards; gender; race/ethnicity; students receiving special services; student questionnaire results; performance level by student questionnaire responses

KIRIS 1992-93
Student Assessment Curriculum Report
September 1993

Code: 165
District: FAYETTE CO
Grade: 4

PART I: Cognitive Results

Overall Summary of Results

	Performance Level									
	Distinguished		Proficient		Apprentice		Novice		Non-tested	
	#	%	#	%	#	%	#	%	#	%
Reading	9.5	0	226.0	9	1677.0	64	659.5	25	30.0	1
Mathematics	87.0	3	118.0	5	981.0	38	1385.0	53	30.0	1
Science	1.5	0	56.5	2	1258.0	48	1255.0	48	30.0	1
Social Studies	7.5	0	257.5	10	1343.5	52	962.5	37	30.0	1
Arts and Humanities		0		3		15		81		1
Practical Living/Vocational Studies		1		3		11		84		1
Writing Portfolio	17.0	1	274.0	11	1040.0	40	1171.0	45	99.0	4

NOTE: The results in reading, mathematics, science, and social studies are based on the 29 open-response (common and matrix) questions in each subject area. Results for arts and humanities and practical living/vocational studies are based on open-response questions which were integrated with the other subject areas. Results for writing are based on teacher evaluations of student portfolios.

Students not participating	#	%
Eligible for Alternate Portfolio	20	1
Limited English speakers	8	0

BEST COPY AVAILABLE

Run Date: September 7, 1993

KIRIS 1992-93
Student Assessment Curriculum Report
September 1993

Code: 165
District: FAYETTE CO
Grade: 4

Reading Results

	Distinguished		Proficient		Apprentice		Novice *	
	#	%	#	%	#	%	#	%
1991-92		0		5		49		46
1992-93	9.5	0	225.0	9	1677.0	64	689.5	27
1993-94								

Last year you had 5% Proficient or Distinguished students; this year you had 9% Proficient or Distinguished.

PASSAGE TYPE	Distinguished %	Proficient %	Apprentice %	Novice * %
Literary	0	8	67	25
Informational	0	5	60	35
Practical/Workplace	0	2	62	36
Persuasive	0	7	64	28

You had the highest percentage of Proficient or Distinguished students in Literary and the lowest percentage of Proficient or Distinguished in Practical/Workplace.

126

Mathematics Results

	Distinguished		Proficient		Apprentice		Novice *	
	#	%	#	%	#	%	#	%
1991-92		3		5		35		57
1992-93	87.0	3	118.0	5	981.0	38	1415.0	54
1993-94								

Last year you had 8% Proficient or Distinguished students; this year you had 8% Proficient or Distinguished.

REPORTING CATEGORY	Distinguished %	Proficient %	Apprentice %	Novice * %
Number, Procedures, and Structure	2	6	41	51
Space & Dimensionality, and Measurement	2	3	38	58
Change and Data	3	4	38	56

You had the highest percentage of Proficient or Distinguished students in Number, Procedures, and Structure and the lowest percentage of Proficient or Distinguished in Space & Dimensionality, and Measurement.

127

* Any non-tested students have been assigned to the Novice category

KIRIS 1992-93
Student Assessment Curriculum Report
September 1993

Code: 165
District: FAYETTE CO
Grade: 4

Science Results

	Distinguished		Proficient		Apprentice		Novice *	
	#	%	#	%	#	%	#	%
1991-92		0		4		48		49
1992-93	1.5	0	56.5	2	1258.0	48	1285.0	49
1993-94								

Last year you had 4% Proficient or Distinguished students; this year you had 2% Proficient or Distinguished

REPORTING CATEGORY	Distinguished %	Proficient %	Apprentice %	Novice * %
Nature of Scientific Activity, Models & Scales	0	1	57	42
Patterns, Constancy, and Evolution	0	3	43	53
Systems	0	2	50	47

You had the highest percentage of Proficient or Distinguished students in Patterns, Constancy, and Evolution and the lowest percentage of Proficient or Distinguished in Nature of Scientific Activity, Models & Scales

* Any student not scoring high enough to be placed in the Novice category

Social Studies Results

	Distinguished		Proficient		Apprentice		Novice *	
	#	%	#	%	#	%	#	%
1991-92		0		9		53		38
1992-93	7.5	0	257.5	10	1353.5	52	992.5	38
1993-94								

Last year you had 9% Proficient or Distinguished students; this year you had 10% Proficient or Distinguished.

REPORTING CATEGORY	Distinguished %	Proficient %	Apprentice %	Novice * %
Democratic Principles and Political Systems	0	4	50	46
Social Systems, Economic Systems, and Cultural Diversity	0	3	59	39
Relation of Geography to Human Activity and Historical Perspective	0	9	53	38
Social Studies & Inquiry Skills	0	3	54	43

BEST COPY AVAILABLE

PART II: Student Questionnaire Results

	#	%
How long have you lived in Kentucky?	--	
all my life	1692	66
more than 5 years	414	16
from 1 to 5 years	361	14
less than 1 year	62	2
Did you go to kindergarten?		
yes	2374	92
no	139	5
What kind of reader do you think you are?		
a pour reader	96	4
an average reader	603	23
a good reader	1049	41
a very good reader	759	30
About how many books of your own, not counting your school books or comic books, do you have at home?		
5 or fewer	259	10
6 15	289	11
16 30	368	14
more than 30	1577	61
How much television do you usually watch each day?		
none	74	3
1 hour or less	632	25
2 3 hours	918	36
4 5 hours	421	16
6 hours or more	465	18
How much time do you usually spend on homework each day?		
I don't usually have homework	490	19
I have homework, but I don't usually do it	85	3
1/2 hour or less	718	28
1 hour	833	32
more than 1 hour	388	15
How often are you read to by an adult?		
almost never	1049	41
a few times a month	368	14
a few time a week	370	14
almost every day	690	27
How many of the questions on the science portion of the test covered material that you learned in school in this or any earlier grade?		
Most of the questions covered material I learned in school	1223	48
Some of the questions covered material I learned in school	1024	40
None or very few of the questions covered material I learned in school	230	9
How many of the questions on the social studies portion of the test covered material that you learned in school in this or any earlier grade?		
Most of the questions covered material I learned in school	1195	46
Some of the questions covered material I learned in school	1060	41
None or very few of the questions covered material I learned in school	229	9

	#	%
How many of the questions on the mathematics portion of the test covered material that you learned in school in this or any earlier grade		
Most of the questions covered material I learned in school	1580	61
Some of the questions covered material I learned in school.	721	28
None or very few of the questions covered material I learned in school.	170	7
How many of the questions dealing with arts and humanities (art, music, dance or theater) covered material that you learned in school in this or any earlier grade?		
Most of the questions covered material I learned in school.	795	31
Some of the questions covered material I learned in school.	1098	43
None or very few of the questions covered material I learned in school.	558	22
How many of the questions dealing with practical living skills (how we do things in every day life) or vocational studies (the kinds of things people do in their jobs) covered material that you learned in school in this or any earlier grade?		
Most of the questions covered material I learned in school	823	32
Some of the questions covered material I learned in school.	1114	43
None or very few of the questions covered material I learned in school	499	19
Where did you get the calculator you used to complete the tests?		
I did not use a calculator.	571	22
I used my own calculator	319	12
I used a calculator provided by the school	1583	62
If you did use a calculator, when did you use it?		
I used it only for the mathematics test	1370	53
I used it for the mathematics and science tests	455	18
I used it for three or more tests.	84	3
I did not use a calculator	579	23

How often do you participate in the following activities?

	2 or more times/week		about once a week		about once a month		never	
	#	%	#	%	#	%	#	%
working in groups	1062	41	706	27	610	24	116	5
working on projects	498	19	637	25	1149	45	200	8
looking up information	1096	43	779	30	468	18	150	6
giving reports out loud	223	9	455	18	1384	54	416	16
using a calculator	707	27	851	33	674	26	249	10
reading books students choose	1611	63	524	20	245	10	105	4
writing (journals, stories, other)	1190	46	641	25	498	19	150	6
solving mathematics problems	2092	81	235	9	105	4	47	2
using mathematics manipulatives	877	34	725	28	541	21	296	12

BEST COPY AVAILABLE

PART III: Subgroup and Selected Analyses

Male

	Distinguished		Proficient		Apprentice		Novice	
	#	%	#	%	#	%	#	%
Reading	2.0	0	89.0	7	882.0	64	388.0	29
Mathematics	51.0	4	56.5	4	478.0	36	765.5	56
Science	1.0	0	27.5	2	626.0	47	686.5	51
Social Studies	1.5	0	124.5	9	670.0	50	545.0	41
Writing Portfolio	9.0	1	113.0	9	502.0	38	689.0	52

Female

	Distinguished		Proficient		Apprentice		Novice	
	#	%	#	%	#	%	#	%
Reading	7.5	1	136.0	11	815.0	66	270.5	22
Mathematics	36.0	3	81.5	6	503.0	41	628.5	51
Science	0.5	0	29.0	2	632.0	51	587.5	46
Social Studies	6.0	0	133.0	11	673.5	55	416.5	34
Writing Portfolio	8.0	1	181.0	14	538.0	45	481.0	40

White

	Distinguished		Proficient		Apprentice		Novice	
	#	%	#	%	#	%	#	%
Reading	9.0	0	195.5	11	1238.0	68	374.5	21
Mathematics	82.0	5	103.5	6	791.5	44	840.0	46
Science	1.5	0	52.0	3	998.0	55	767.5	42
Social Studies	6.0	0	232.0	13	1031.0	57	548.0	30
Writing Portfolio	15.0	1	243.0	14	829.0	46	704.0	39

Non-white

	Distinguished		Proficient		Apprentice		Novice	
	#	%	#	%	#	%	#	%
Reading	0.5	0	21.5	4	341.5	59	215.5	37
Mathematics	4.0	1	11.0	2	145.0	25	418.0	72
Science	0.0	0	3.5	1	199.0	34	378.5	65
Social Studies	1.5	0	19.5	3	238.0	41	320.0	55
Writing Portfolio	2.0	0	23.0	4	188.0	30	371.0	66

Chapter 1

	Distinguished		Proficient		Apprentice		Novice	
	#	%	#	%	#	%	#	%
Reading	0.0	0	4.0	1	190.0	46	223.0	53
Mathematics	0.5	0	1.0	0	63.5	15	352.0	84
Science	0.0	0	1.5	0	91.0	22	324.5	78
Social Studies	0.0	0	4.5	1	138.0	33	274.5	66
Writing Portfolio	0.0	0	5.0	1	85.0	16	332.0	83

Non-chapter 1

	Distinguished		Proficient		Apprentice		Novice	
	#	%	#	%	#	%	#	%
Reading	8.5	0	221.0	10	1487.0	69	435.5	20
Mathematics	86.5	4	117.0	5	917.5	43	1032.0	48
Science	1.5	0	85.0	3	1167.0	54	928.5	43
Social Studies	7.5	0	253.0	12	1204.5	56	688.0	32
Writing Portfolio	17.0	1	289.0	13	972.0	46	837.0	40

Note: To protect anonymity, no data are reported if a category includes fewer than 10 students. Also, these analyses are based on tested students.

BEST COPY AVAILABLE

KIRIS 1992-93
Student Assessment Curriculum Report
September 1993

Code: 165
District: FAYETTE CO
Grade: 4

PART IV: District, State, and National Summary Data

	Performance Level	Reading	Mathematics	Science	Social Studies	Writing Portfolio
Percentage of Students in District at Each Performance Level	Distinguished	0	3	0	0	1
	Proficient	9	5	2	10	11
	Apprentice	64	38	48	52	40
	Novice	27	54	49	38	49
Percentage of Students in State at Each Performance Level	Distinguished	0	2	0	0	1
	Proficient	7	4	1	7	12
	Apprentice	63	37	47	52	43
	Novice	30	57	53	41	44
Percentage of Students Nationwide at Each Performance Level (data now available for mathematics only)	Distinguished		3			
	Proficient		6			
	Apprentice		36			
	Novice		55			

3-18

BEST COPY AVAILABLE

Maryland

ASSESSMENT SYSTEM:	Maryland School Performance Assessment Program (MSPAP)
REPORT LEVEL:	State, District, School
REPORT TITLE:	Maryland School Performance Report
GRADES REPORTED:	All grades tested: 3, 5, 8, 9, 11
SUBJECTS TESTED:	Reading, mathematics, social studies, science
POPULATION SAMPLE:	Matrix
ATTRIBUTES REPORTED:	Assessment results: percent meeting standard; student background factors correlated with assessment results; student participation; student attainment; race/ethnicity; gender; attendance; dropouts; post-secondary decisions; student population characteristics; students receiving special services; wealth per pupil; per pupil expenditure; number of staff; length of school day/year

BEST COPY AVAILABLE

FREDERICK

COUNTY PUBLIC SCHOOLS

Frederick County, with a population of 164,503, is Maryland's largest county in land mass. The Board of Education is housed in Frederick City, the County seat. The forty seven public schools include twenty-seven elementary schools, ten middle schools, seven high schools, one special education center, one alternative education middle/high school, and one career and technology center. Outdoor school facilities are also part of the school system.

STUDENT PERFORMANCE

School Year 1992-1993

ASSESSED STUDENT KNOWLEDGE

MD FUNCTIONAL TESTS GRADE 8 STATUS	STANDARD % EX	STANDARD % SAT	1993** NUMBER TAKING	NUMBER ABSENT	NUMBER EXEMPT	PERCENT PASSING	EX	SAT	NOT MET
Reading	97	95	2,049	32	0	98 6	✓		
Mathematics	90	80	2,063	*	0	92 8	✓		
Writing	98	90	1,998	83	0	97 2	✓		
Citizenship	92	85	1,901	25	0	94 2	✓		

MD FUNCTIONAL TESTS GRADE 11 STATUS	STANDARD % EX	STANDARD % SAT	1991** %	1992 %	1993 NUMBER REFUSED	1993 NUMBER EXEMPT	1993 PERCENT PASSING	EX	SAT	NOT MET
Reading	99	97	99 9	99 6	0	0	99 9	✓		
Mathematics	99	97	09 3	99 0	0	0	98 4		✓	
Writing	99	97	99 5	99 2	0	0	99 3	✓		
Citizenship	99	97	98 1	98 4	0	0	98 4		✓	
Passed All Tests	98	90	97 3	97 4	0	0	97 2	✓		

MARYLAND SCHOOL PERFORMANCE ASSESSMENT PROGRAM (MSPAP) 1992 RESULTS		PROPOSED STANDARD % EX	PROPOSED STANDARD % SAT	NUMBER TESTED	NUMBER ABSENT/ EXCUSED	NUMBER NOT REPORTED ***	PERCENT AT EX	PERCENT AT SAT	EX	SAT	NOT MET
GRADE 3	Reading	25	70	2,050	97	110	5 3	44 4			✓
	Mathematics	25	70	2,094	110	53	2 9	40 7			✓
	Social Studies	25	70	2,070	134	53	5 0	46 5			✓
	Science	25	70	2,071	133	53	3 9	44 7			✓
GRADE 5	Reading	25	70	1,974	125	105	8 2	40 2			✓
	Mathematics	25	70	2,043	115	46	11 2	56 9			✓
	Social Studies	25	70	2,014	144	46	7 7	45 9			✓
	Science	25	70	2,008	150	46	4 6	48 0			✓
GRADE 8	Reading	25	70	1,683	151	83	4 6	36 3			✓
	Mathematics	25	70	1,730	145	42	8 1	48 8			✓
	Social Studies	25	70	1,719	156	42	6 6	44 2			✓
	Science	25	70	1,694	181	42	4 5	41 3			✓

* Fewer Than 20 Students

** Indicates Baseline Year Data

*** Includes Exemptions for Special Education, ESOL, and Second Semester Transfers

STUDENT PARTICIPATION

ATTENDANCE RATE (YEARLY)	STANDARD % EX	STANDARD % SAT	1990** Percent	1992 Percent	1993 Percent	1993 EX	1993 SAT	1993 NOT MET
Grades 1-6	98	94	95 0	95 3	95 3		✓	
Grades 7-12	98	94	92 0	92 7	92 7			✓

STUDENTS ABSENT	1992 PERCENT	1993 PERCENT
Fewer than 5 days	30 8	32 1
More than 20 days	11 0	10 7

DROPOUT RATE (YEARLY)	STANDARD % EX	STANDARD % SAT	1990** Percent	1992 Percent	1993 Percent	1993 EX	1993 SAT	1993 NOT MET
Grades 9-12	1.25	3.0	2 9	1 8	1 79		✓	

STUDENT ATTAINMENT

PROMOTION RATE	STANDARD % EX	STANDARD % SAT	1990** Percent Promoted	1992 Percent Promoted	1993 Percent Promoted	1993 EX	1993 SAT	1993 NOT MET
Grades 1-6	98	96	99 6	99 8	99 5	✓		

HIGH SCHOOL PROGRAM COMPLETION	1991 Percent Completed	1992** Percent Completed	1993 Number Completed	1993 Percent Completed
University of Maryland System Requirements	49 8	48 8	888	50 9
Approved Occupational Program Requirements	12 4	16 7	288	16 5
BOTH - University & Occupational Requirements	3 5	2 2	41	2 3

POST-SECONDARY DECISIONS

GRADE 12 DOCUMENTED DECISIONS TO:	1992** Percent	1993 Number	1993 Percent
Attend a four year college	36 6	552	36 2
Attend a two year college	21 8	309	20 2
Attend a specialized school or pursue specialized training	1 9	43	2 8
Enter employment (related to high school program)	8 2	130	8 5
Enter employment (unrelated to high school program)	9 7	160	10 5
Enter the military	3 6	82	5 4
Enter full time employment and school	2 7	39	2 6
Enter part time employment and/or school	10 0	167	10 9
Other and no response	5 5	44	2 9

KEY: EX = Excellent, SAT = Satisfactory, % = Percent

BEST COPY AVAILABLE

Frederick

SUPPORTING INFORMATION

School Year 1992-1993

STUDENT POPULATION CHARACTERISTICS

ENROLLMENT	1991 92	1992 93
Pre Kindergarten	332	405
Kindergarten	2,300	2,456
Grades 1 - 6	13,650	14,215
Grades 7 - 12	11,186	11,711
Ungraded Special Education	467	510
Total Enrollment	27,935	29,297

STUDENT MOBILITY	1992		1993	
	NUMBER	PERCENT	NUMBER	PERCENT
Entrants	3,931	14 2	4,522	15 6
Withdrawals	2,209	8 0	2,381	8 2

STUDENTS RECEIVING SPECIAL SERVICES

	1992		1993	
	NUMBER	PERCENT	NUMBER	PERCENT
Limited English Proficient	118	0 4	143	0 5
Chapter 1	726	2 6	986	3 4
Free/Reduced Price Meals	3,630	13 0	3,955	13 5
Special Education	2,999	10 7	3,415	11 7
Intensity I	220	7 3	256	7 5
Intensity II	1,789	59 7	1,922	56 3
Intensity III	522	17 4	674	19 7
Intensity IV	314	10 5	377	11 0
Intensity V	154	5 1	186	5 4

OTHER FACTORS	1992	1993
Wealth per pupil	$168,770	$176,677
Per pupil expenditure	$5,300	$5,327
Instructional staff per 1,000 pupils	61 3	61 8
Professional support staff per 1,000 pupils	8 4	8 2
Instructional assistants per 1,000 pupils	9 8	9 5
Average length of school day for pupils	6 6	6 6
Length of school year for pupils	180	179

First Graders with Kindergarten Experience	1992		1993	
	NUMBER	PERCENT	NUMBER	PERCENT
	2,442	99 4	2,417	99 6

NORM-REFERENCED ASSESSMENT - Comprehensive Tests of Basic Skills (CTBS/4)

Sample - Grades 3, 5, 8	READING COMPREHENSION			LANGUAGE TOTAL			MATHEMATICS TOTAL		
	1992 Median Percentile	1993 Number Taking	1993 Median Percentile	1992 Median Percentile	1993 Number Taking	1993 Median Percentile	1992 Median Percentile	1993 Number Taking	1993 Median Percentile
Grade 3	56 0	298	53 2	54 7	268	52 8	57 0	285	47 0
Grade 5	59 7	264	60 2	65 8	261	61 1	65 4	257	68 1
Grade 8	60 5	248	68 3	62 2	251	61 0	64 5	249	70 0

School Improvement Notes

Once again, the Frederick County Public School System has met twelve of the original thirteen standards assessed by the Maryland School Performance Program. We are proud to be among the first school districts in Maryland to achieve the excellent standard in mathematics at the end of grade nine. We are also pleased to be among the State leaders in the percentage of students meeting mastery on the high standards of the Maryland School Performance Assessment Program. We are prepared to meet the challenge of these rigorous standards for all of our students. In our view, these results reflect the overall quality and intent of our essential curriculum and Criterion-Referenced Evaluation System which emphasize problem solving and high level thinking abilities. Our success is based on the efforts of our entire educational community. We continue to applaud their commitment to our mission of teaching for quality learning for all students.

FREDERICK COUNTY PUBLIC SCHOOLS
GOAL B FUNCTIONAL TESTS

☐ Meets or Exceeds MSPP First Administration Standards
Reading - Satisfactory 95%; Excellent 97%

☐ Meets or Exceeds MSPP First Administration Standards
Citizenship - Satisfactory 85%; Excellent 92%

☐ Meets or Exceeds MSPP End of Grade Eleven Standards
Writing - Satisfactory 92%; Excellent 99%

☐ Meets or Exceeds MSPP First Administration Standards
Mathematics - Satisfactory 80%; Excellent 90%

☐ Meets or Exceeds MSPP End of Grade Eleven Standards
Reading - Satisfactory 92%; Excellent 99%

☐ Meets or Exceeds MSPP End of Grade Eleven Standards
Citizenship - Satisfactory 97%; Excellent 99%

☐ Meets or Exceeds MSPP First Administration Standards
Writing - Satisfactory 90%; Excellent 96%

☐ Meets or Exceeds MSPP End of Grade Eleven Standards
Mathematics - Satisfactory 97%; Excellent 99%

☐ Meets or Exceeds MSPP End of Grade Eleven Standards
All Tests - Satisfactory 90%; Excellent 96%

MARYLAND FUNCTIONAL READING TEST
END OF GRADE 9

	87 88	89 90	90 91*	91 92	92 93
ALL	96.3%	96.1%	96.3%	97.9%	98.6%
MALE	94.7%	95.1%	95.4%	97.3%	98.0%
FEMALE	98.1%	97.1%	97.3%	98.6%	99.3%
WHITE	96.7%	96.7%	96.8%	98.5%	99.1%
AFR AMER	90.3%	87.4%	89.4%	90.3%	93.2%
ANTI SES	97.9%	97.2%	97.3%	98.3%	99.3%
LOW SES	89.4%	89.4%	87.7%	93.3%	93.5%

*In grouping for 1990-91 year data is based on first three tables and current administration

MARYLAND FUNCTIONAL MATHEMATICS TEST
END OF GRADE 9

	87 88	89 90	90 91*	91 92	92 93
ALL	76.7%	78.5%	87.1%	87.5%	92.8%
MALE	74.2%	79.4%	87.1%	86.9%	92.0%
FEMALE	79.5%	78.5%	87.0%	88.2%	93.6%
WHITE	78.2%	80.6%	88.8%	89.4%	94.1%
AFR AMER	51.5%	49.0%	62.7%	62.9%	76.3%
ANTI SES	81.0%	81.8%	89.9%	89.2%	94.6%
LOW SES	56.8%	55.8%	66.0%	68.7%	80.9%

*In grouping for 1990-91 year data is based on first three tables and current administration

MARYLAND WRITING TEST
END OF GRADE 9

	87 88	89 90	90 91*	91 92	92 93
ALL	94.3%	95.9%	90.9%	96.0%	97.2%
MALE	91.4%	93.0%	87.8%	94.3%	96.1%
FEMALE	97.4%	96.9%	94.0%	97.8%	98.4%
WHITE	94.9%	96.5%	91.5%	96.2%	97.5%
AFR. AMER.	82.5%	90.0%	79.6%	91.9%	93.0%
ANTI SES	96.4%	97.1%	91.6%	96.7%	97.9%
LOW SES	89.4%	88.6%	83.8%	87.6%	89.7%

*In grouping for 1990-91 year data is based on first three tables and current administration

MARYLAND TEST OF CITIZENSHIP SKILLS
END OF GRADE 10

	87 88	89 90	90 91*	91 92	92 93
ALL	86.2%	86.9%	86.0%	93.4%	94.2%
MALE	86.5%	87.5%	85.8%	93.1%	94.7%
FEMALE	86.5%	86.3%	86.3%	93.7%	93.7%
WHITE	87.3%	88.1%	87.2%	94.5%	94.8%
AFR AMER	70.9%	63.9%	71.1%	77.7%	85.6%
ANTI SES	90.2%	89.2%	88.8%	95.0%	95.1%
LOW SES	72.5%	65.8%	63.9%	77.1%	84.8%

*In grouping for 1990-91 year data is based on first three tables and current administration

MARYLAND FUNCTIONAL READING TEST
END OF GRADE 11

	90 91	91 92	92 93	93 94
ALL	99.9%	99.6%	99.9%	
MALE	99.9%	99.7%	99.9%	
FEMALE	100.0%	99.5%	99.9%	
WHITE	99.9%	99.9%	99.9%	
AFR AMER	100.0%	96.1%	98.9%	
ANTI SES	100.0%	99.7%	100.0%	
LOW SES	99.3%	97.9%	98.4%	

MARYLAND FUNCTIONAL MATHEMATICS TEST
END OF GRADE 11

	90 91	91 92	92 93	93 94
ALL	99.3%	99.0%	98.4%	
MALE	99.3%	98.9%	98.8%	
FEMALE	99.3%	99.2%	98.0%	
WHITE	99.4%	99.3%	98.7%	
AFR. AMER	97.8%	94.8%	93.3%	
ANTI SES	99.5%	99.2%	99.0%	
LOW SES	97.8%	97.9%	91.9%	

MARYLAND WRITING TEST
END OF GRADE 11

	90 91	91 92	92 93	93 94
ALL	99.5%	99.2%	99.3%	
MALE	98.9%	98.8%	99.2%	
FEMALE	100.0%	99.6%	99.4%	
WHITE	99.4%	99.4%	99.4%	
AFR AMER	100.0%	97.4%	96.6%	
ANTI SES	99.6%	99.5%	99.6%	
LOW SES	98.6%	95.8%	95.8%	

MARYLAND TEST OF CITIZENSHIP SKILLS
END OF GRADE 11

	90 91	91 92	92 93	93 94
ALL	98.1%	98.4%	98.4%	
MALE	97.8%	98.3%	98.5%	
FEMALE	98.4%	98.5%	98.4%	
WHITE	98.2%	98.8%	98.6%	
AFR AMER	95.6%	94.9%	94.4%	
ANTI SES	98.5%	99.0%	99.0%	
LOW SES	92.6%	91.7%	91.0%	

PASSAGE OF FOUR FUNCTIONAL EXAMS
END OF GRADE 11

	90 91	91 92	92 93	93 94
ALL	97.3%	97.7%	97.5%	
MALE	96.6%	97.3%	98.1%	
FEMALE	98.0%	98.1%	96.9%	
WHITE	97.5%	98.2%	98.0%	
AFR. AMER.	94.5%	92.1%	89.9%	
ANTI SES	97.9%	98.6%	98.4%	
LOW SES	91.1%	88.9%	88.3%	

BEST COPY AVAILABLE

FREDERICK COUNTY PUBLIC SCHOOLS

GOAL B

(System Goal — Annual Increases in Percentages Until All "Excellent" Standards Are Met at the High School level)

MIDDLE SCHOOL FUNCTIONAL TEST
READING

	87 88	89 90	90 91	91 92	92 93
ALL	76.7%	73.6%	80.6%	82.7%	81.6%
MALE	71.5%	66.9%	73.9%	77.9%	78.3%
FEMALE	82.5%	80.7%	88.0%	88.0%	84.9%
WHITE	77.5%	75.1%	82.5%	84.2%	83.2%
AFR AMER	62.6%	53.8%	47.6%	62.8%	59.1%
AVI SES	80.6%	76.4%	83.9%	85.8%	84.7%
LOW SES	54.4%	46.1%	50.3%	55.4%	48.0%

MIDDLE SCHOOL FUNCTIONAL TEST
MATHEMATICS

	87 88	89 90	90 91	91 92	92 93
ALL	31.0%	32.0%	47.1%	57.3%	60.1%
MALE	28.2%	29.5%	44.5%	56.4%	57.8%
FEMALE	34.1%	34.7%	49.9%	58.4%	62.4%
WHITE	32.1%	33.0%	48.9%	59.7%	62.1%
AFR AMER	7.6%	15.6%	11.5%	27.5%	32.9%
AVI SES	34.7%	34.1%	50.0%	61.1%	63.2%
LOW SES	13.8%	10.5%	16.9%	27.9%	28.3%

BEST COPY AVAILABLE

FREDERICK COUNTY PUBLIC SCHOOLS

GOAL C STATE CRITERION REFERENCED TEST SCORES

MSPAP — PERCENT 3 AND ABOVE
READING (GRADE 3)

	91-92	92-93	93-94
ALL	44.4%		
MALE	39.5%		
FEMALE	49.5%		
WHITE	46.1%		
AFR AMER	23.3%		
AVG SES	46.4%		
LOW SES	20.2%		

MSPAP — PERCENT 3 AND ABOVE
MATH (GRADE 3)

	91-92	92-93	93-94
ALL	52.7%		
MALE	51.1%		
FEMALE	54.4%		
WHITE	55.1%		
AFR AMER	24.7%		
AVG SES	56.0%		
LOW SES	18.8%		

MSPAP — PERCENT 3 AND ABOVE
SOCIAL STUDIES (GRADE 3)

	91-92	92-93	93-91
ALL	43.7%		
MALE	41.1%		
FEMALE	46.5%		
WHITE	45.9%		
AFR AMER	18.2%		
AVG SES	46.2%		
LOW SES	16.5%		

MSPAP — PERCENT 3 AND ABOVE
SCIENCE (GRADE 3)

	91-92	92-93	93-94
ALL	44.7%		
MALE	40.1%		
FEMALE	49.6%		
WHITE	46.9%		
AFR AMER	18.8%		
AVG SES	46.8%		
LOW SES	22.2%		

MSPAP — PERCENT 3 AND ABOVE
READING (GRADE 5)

	91-92	92-93	93-94
ALL	40.2%		
MALE	32.1%		
FEMALE	48.5%		
WHITE	41.3%		
AFR AMER	29.5%		
AVG SES	42.4%		
LOW SES	18.9%		

MSPAP — PERCENT 3 AND ABOVE
MATH (GRADE 5)

	91-92	92-93	93-94
ALL	56.9%		
MALE	54.5%		
FEMALE	59.4%		
WHITE	59.2%		
AFR AMER	31.0%		
AVG SES	59.9%		
LOW SES	30.5%		

MSPAP — PERCENT 3 AND ABOVE
SOCIAL STUDIES (GRADE 5)

	91-92	92-93	93-94
ALL	45.9%		
MALE	41.6%		
FEMALE	50.5%		
WHITE	47.4%		
AFR AMER	30.3%		
AVG SES	48.8%		
LOW SES	20.9%		

MSPAP — PERCENT 3 AND ABOVE
SCIENCE (GRADE 5)

	91-92	92-93	93-94
ALL	48.0%		
MALE	45.3%		
FEMALE	50.8%		
WHITE	50.0%		
AFR AMER	25.2%		
AVG SES	50.3%		
LOW SES	26.2%		

MSPAP — PERCENT 3 AND ABOVE
READING (GRADE 8)

	91-92	92-93	93-94
ALL	36.3%		
MALE	26.8%		
FEMALE	45.8%		
WHITE	37.8%		
AFR AMER	13.1%		
AVG SES	38.7%		
LOW SES	14.6%		

BEST COPY AVAILABLE

FREDERICK COUNTY PUBLIC SCHOOLS

GOAL C

MSPAP — PERCENT 3 AND ABOVE
MATH (GRADE 8)

	91-92	92 93	93 94
ALL	48.8%		
MALE	47.1%		
FEMALE	50.6%		
WHITE	50.7%		
AFR AMER	16.7%		
AVG SES	52.0%		
LOW SES	18.8%		

MSPAP — PERCENT 3 AND ABOVE
SOCIAL STUDIES (GRADE 8)

	91-92	92 93	93 94
ALL	44.2%		
MALE	37.9%		
FEMALE	50.6%		
WHITE	45.6%		
AFR AMER	20.4%		
AVG SES	46.8%		
LOW SES	18.8%		

MSPAP — PERCENT 3 AND ABOVE
SCIENCE (GRADE 8)

	91-92	92 93	93 94
ALL	41.3%		
MALE	35.2%		
FEMALE	47.7%		
WHITE	42.8%		
AFR AMER	15.7%		
AVG SES	44.8%		
LOW SES	10.4%		

New York

Annually, the state administers and reports results from four separate testing systems: (1) Pupil Evaluation Program Tests--including the Degrees of Reading test and a state-developed mathematics test (grades 3 and 6), a writing test in grade 5, science in grade 4, and social studies in grades 6 and 8; (2) Program Evaluation Tests, providing means for three parts of the grade 4 program evaluation test in science and for the total score on the grades 6 and 9 social studies tests; (3) Regents Competency Tests in reading, mathematics, writing, science, global studies, and U.S. history and government; and (4) Regents Examinations--tests of high school course knowledge in 10 content areas.

In addition, New York's current accountability system collects and reports extensive demographic, staffing, fiscal, and progress information about students, schools, and districts.[3] In addition to reporting annually to the state legislature, the State Department of Education provides districts with data that can be further analyzed and customized into local accountability data reports. Because data are available for customized district-level use, districts vary in what and in how they report information on district, school, and student progress.

Community District #1 in New York City, for example, reports the following information for one component of the program, the Pupil Evaluation Program:

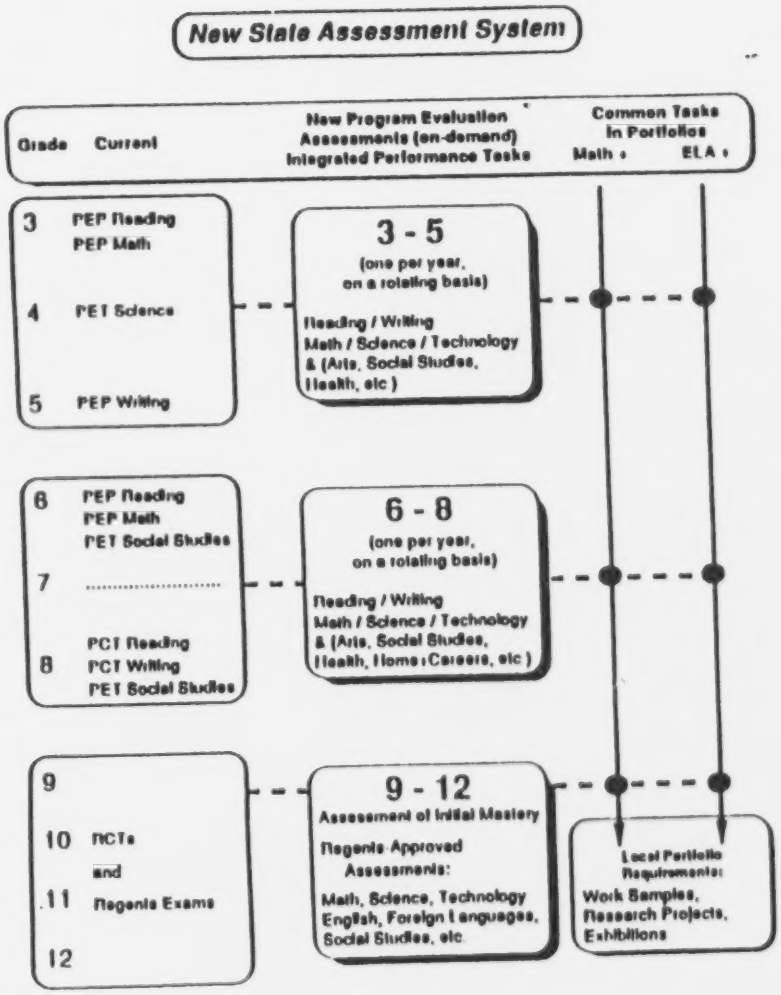
ASSESSMENT SYSTEM:	Pupil Evaluation Program
REPORT LEVEL:	District
REPORT TITLE:	Elementary and Secondary Schools Achievement Summaries
GRADES REPORTED:	Grades 2-9
SUBJECTS TESTED:	Reading, mathematics, writing, social studies, science
POPULATION SAMPLE:	Census
ATTRIBUTES REPORTED:	Three-year summaries of percent of students achieving above grade level and/or above the "state reference point"; district descriptive characteristics

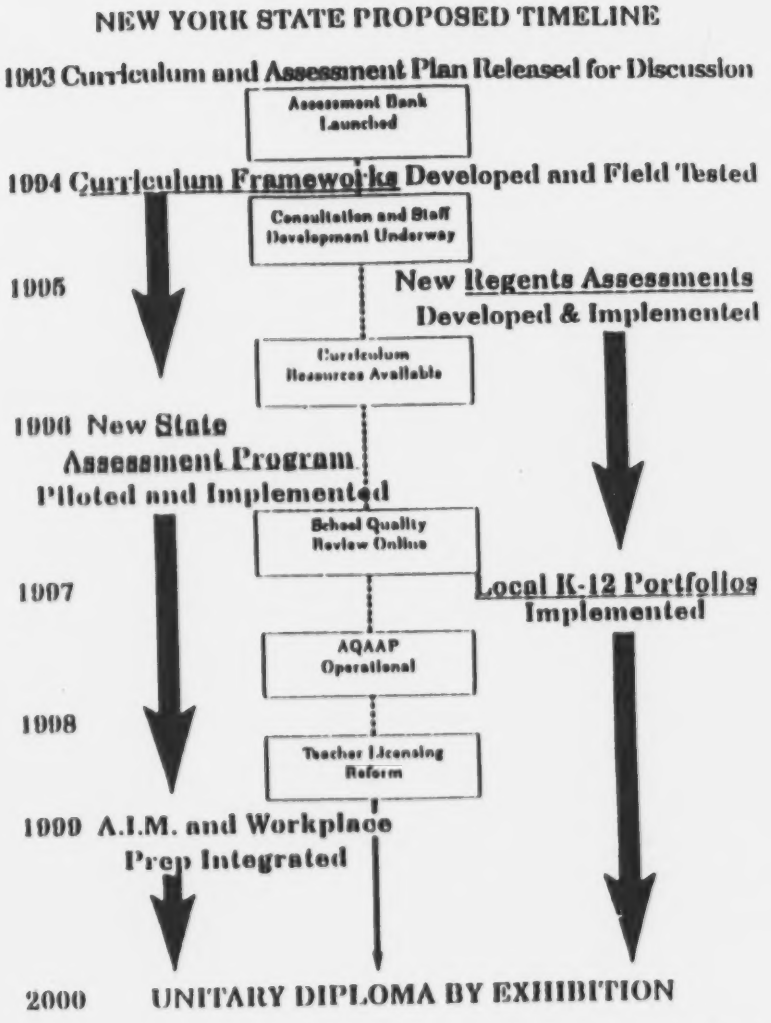
[3] University of the State of New York/State Education Department. (February, 1994). New York: The state of learning: Statistical profiles of public school districts. Albany, NY: Author.

New Assessment System

The process for creating a new assessment system is developing under the auspices of the New York State Curriculum and Assessment Council. The Council's April 1994 report to the Commissioner recommends new curriculum frameworks that redefine the state's content and performance standards and develops an entirely new statewide assessment system. Attached are flow charts describing (1) the proposed new state assessment system and (2) the projected implementation time line (Curriculum Assessment Council, April 1994, pp. 8 and 12).[4]

[4] Curriculum and Assessment Council. (April, 1994). Learning-center curriculum and assessment for New York State: Report of the New York State Curriculum and Assessment Council to the Commissioner of Education and the Board of Regents. Albany, NY: Author.




NEW YORK STATE PROPOSED TIMELINE
1993 Curriculum and Assessment Plan Released for Discussion
Assessment Bank Launched
1994 Curriculum Frameworks Developed and Field Tested
Consultation and Staff Development Underway
1995
New Regents Assessments Developed & Implemented
Curriculum Resources Available
1996 New State Assessment Program Piloted and Implemented
School Quality Review Online
1997
Local K-12 Portfolios Implemented
AQAAP Operational
1998
Teacher Licensing Reform
1999 A.I.M. and Workplace Prep Integrated
2000 UNITARY DIPLOMA BY EXHIBITION

BEST COPY AVAILABLE